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ABSTRACT

This report contains a compendium of the opinions and concerns of a task force that researched current conditions that affect court-involved youth and identifies the most promising strategies for connecting court-involved youth to the labor market. The report includes three introductory chapters, four chapters related to task force discussion areas, and eight appendixes. The first chapter provides information about court-involved youth and the challenges in developing programs and systems that meet their needs. The second chapter provides information about the structure of the juvenile justice system. Information about the structure of the workforce development system is summarized in Chapter 3. The fourth chapter provides an overview of youth and the labor market. The fifth chapter suggests strategies for linking youth in juvenile justice system programs to the labor market and presents an overview of issues related to youth development, exemplary practices, and promising programs. The sixth chapter summarizes strengths and weaknesses of the juvenile justice, work force development, education, social services, community-based support, and labor market systems that affect the delivery of services to high-risk youth. The final chapter makes recommendations to assist policymakers to meet the needs of court-involved youth for work force preparation. Eight appendixes list task force members, forecast employment trends, provide contact information for local and state labor contacts, list additional programs, define terms, and provide contact information for programs, funding sources, and current initiatives in youth development, policy-making, juvenile justice, education, and work force development. (KC)

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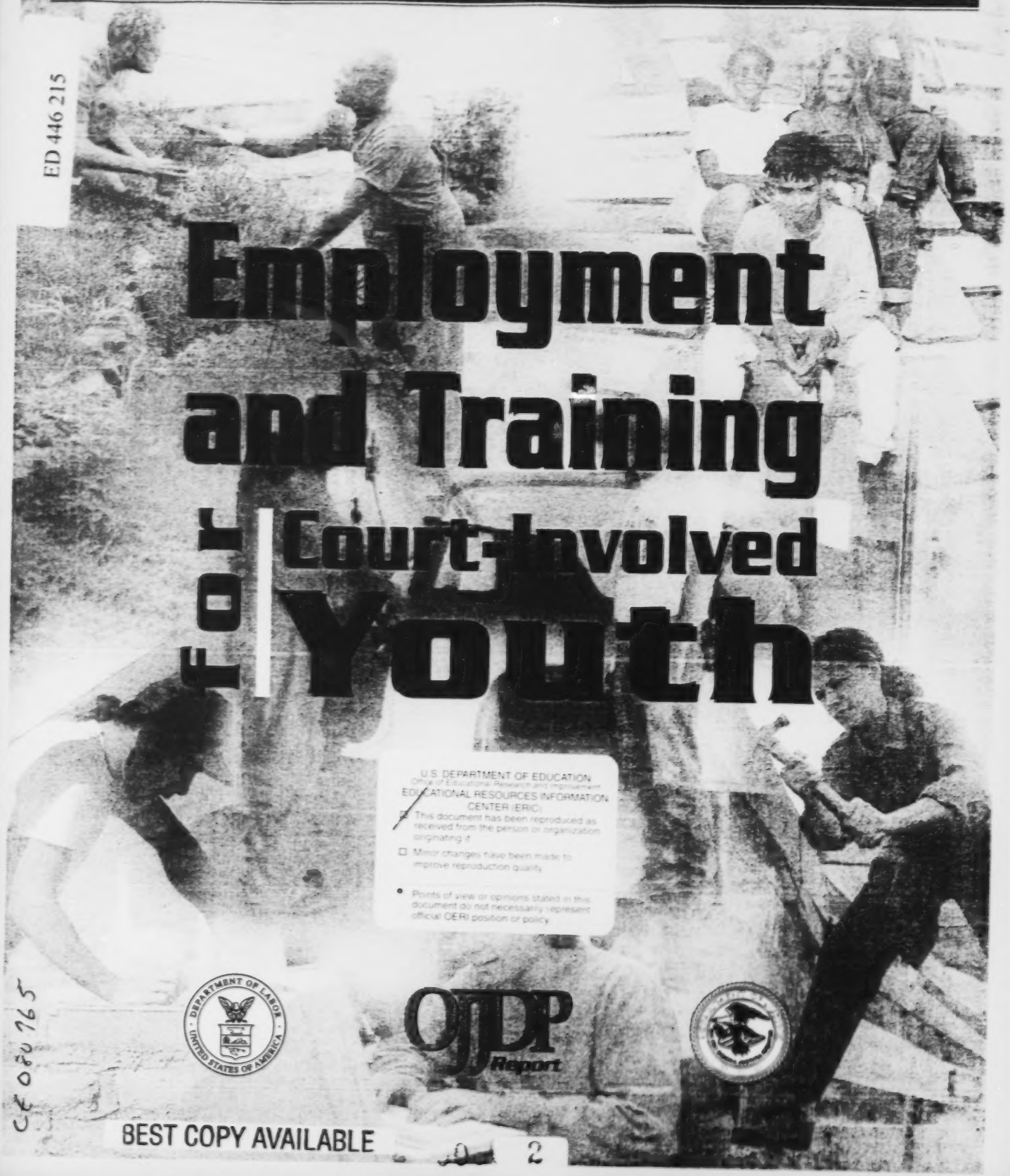
# Employment and Training for Court-Involved Youth



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OJJDP Report

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# Office of Juvenile Justice and Delinquency Prevention

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) was established by the President and Congress through the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974, Public Law 93–415, as amended. Located within the Office of Justice Programs of the U.S. Department of Justice, OJJDP's goal is to provide national leadership in addressing the issues of juvenile delinquency and improving juvenile justice.

OJJDP sponsors a broad array of research, program, and training initiatives to improve the juvenile justice system as a whole, as well as to benefit individual youth-serving agencies. These initiatives are carried out by seven components within OJJDP, described below.

**Research and Program Development Division** develops knowledge on national trends in juvenile delinquency; supports a program for data collection and information sharing that incorporates elements of statistical and systems development; identifies how delinquency develops and the best methods for its prevention, intervention, and treatment; and analyzes practices and trends in the juvenile justice system.

**Training and Technical Assistance Division** provides juvenile justice training and technical assistance to Federal, State, and local governments; law enforcement, judiciary, and corrections personnel; and private agencies, educational institutions, and community organizations.

**Special Emphasis Division** provides discretionary funds to public and private agencies, organizations, and individuals to replicate tested approaches to delinquency prevention, treatment, and control in such pertinent areas as chronic juvenile offenders, community-based sanctions, and the disproportionate representation of minorities in the juvenile justice system.

**State Relations and Assistance Division** supports collaborative efforts by States to carry out the mandates of the JJDP Act by providing formula grant funds to States; furnishing technical assistance to States, local governments, and private agencies; and monitoring State compliance with the JJDP Act.

**Information Dissemination Unit** produces and distributes information resources on juvenile justice research, training, and programs and coordinates the Office's program planning and competitive award activities. Information that meets the needs of juvenile justice professionals and policymakers is provided through print and online publications, videotapes, CD–ROM's, electronic listservs, and the Office's Web site. As part of the program planning and award process, IDU develops priorities, publishes solicitations and application kits for funding opportunities, and facilitates the peer review process for discretionary funding awards.

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**Child Protection Division** administers programs related to crimes against children and children's exposure to violence. The Division provides leadership and funding to promote effective policies and procedures to address the problems of missing and exploited children, children who have been abused or neglected, and children exposed to domestic or community violence. CPD program activities include conducting research; providing information, training, and technical assistance on programs to prevent and respond to child victims, witnesses, and their families; developing and demonstrating effective child protection initiatives; and supporting the National Center for Missing and Exploited Children.

The mission of OJJDP is to provide national leadership, coordination, and resources to prevent and respond to juvenile offending and child victimization. OJJDP accomplishes its mission by supporting States, local communities, and tribal jurisdictions in their efforts to develop and implement effective, multidisciplinary prevention and intervention programs and improve the capacity of the juvenile justice system to protect public safety, hold offenders accountable, and provide treatment and rehabilitative services tailored to the needs of individual juveniles and their families.

# Employment and Training for Court-Involved Youth

Report

The Task Force on Employment and Training for Court-Involved Youth

Jointly sponsored by the U.S. Department of Labor, Employment and Training Administration, and the U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention.

**John J. Wilson, Acting Administrator**
Office of Juvenile Justice and Delinquency Prevention

November 2000

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# Foreword

Although we must hold youth who commit status offenses and delinquent acts responsible for their behavior, we also need to provide them opportunities to learn skills that can help them grow into productive, law-abiding citizens. One way to do this is to offer training and employment to these youth to help them successfully enter the labor market and thus reduce the likelihood of recidivism. It is especially important that we provide this training to court-involved youth. However, this can be a challenge because of the lack of collaboration between those who specialize in employment and training and those who work with juvenile offenders. Because we know there is a connection between joblessness and crime and between job preparation and earnings, it is crucial that we strive to overcome this lack of collaboration.

As a starting point, readers involved in one system or the other will find useful information in the two overview chapters, which discuss the structure of both the juvenile justice and workplace development systems. This information can help practitioners and policymakers in the two systems begin to work together to design and implement programs that connect court-involved youth to the labor market. The Report also discusses effective strategies for linking these youth to the job market and describes exemplary practices and promising programs currently serving court-involved youth. Four promising systems collaboration models, which successfully counter the obstacles and barriers that often limit the involvement of court-involved youth in labor market activities, are also highlighted.

The Report grew out of the work of the Task Force on Employment and Training for Court-Involved Youth. Task force members included representatives from Federal agencies, universities, national organizations, juvenile justice and corrections associations, youth-serving programs, private foundations, and many other groups. Together, they worked to develop strategies to help overcome the fragmentation of services and to reverse the sometimes negative perceptions about juvenile offenders in the labor market. I hope the information in this Report will help policymakers and practitioners meet the challenge of developing programs that successfully prepare court-involved youth for future employment and successfully meet the requirements of employers and industry. When that happens, the dividends for all concerned will be rewarding.

**John J. Wilson**
*Acting Administrator*
Office of Juvenile Justice and Delinquency Prevention

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# Introduction

Youth crime and the preparedness of court-involved youth to enter the labor market are serious concerns for the Nation. Although many promising and exemplary programs address the job-training needs of at-risk youth, court-involved youth face a unique set of circumstances that require collaborative solutions. Collaboration has been a challenge, because policymakers and program personnel who specialize in employment and training and those who work with juvenile offenders have not agreed about the relationship between programs that serve court-involved youth and the labor market and the economy.

From February 1997 through July 1998, the Home Builders Institute (HBI) convened the Task Force on Employment and Training for Court-Involved Youth, jointly funded by the U.S. Department of Labor (DOL), Employment and Training Administration (ETA), and the U.S. Department of Justice (DOJ), Office of Juvenile Justice and Delinquency Prevention (OJJDP). HBI serves as the educational arm of the National Association of Home Builders, one of the Nation's largest trade associations. The Task Force examined practices and problems affecting a range of disciplines. The Task Force sought to develop an effective strategy for improving the skills of court-involved youth to enable them to enter the labor market and reduce youth crime and recidivism.

This Task Force met five times, with the goal of improving the delivery of employment and training services for court-involved youth. The Task Force consisted of individuals with diverse backgrounds, experiences, and levels of policy and program involvement. Participants included representatives from universities, national organizations, juvenile justice and corrections associations, private not-for-profit community agencies, community-based organizations, State juvenile justice agencies, private foundations, School-to-Work initiatives, youth service organizations, congressional offices, and Federal agencies. A full listing of Task Force members is provided in appendix A.

This Report represents a compendium of the opinions and concerns of the Task Force members about current conditions that affect court-involved youth and identifies the most promising strategies for connecting court-involved youth to the labor market. Recognizing the connections between joblessness and crime and between job preparation and earnings, the Task Force examined labor market issues, employment-centered programs, and system-level requirements. A major concern was the impact of negative perceptions about juvenile offenders in communities, schools, and the labor market on successful workplace integration. The Task Force also focused on the fragmentation of services, competition for funding, categorical funding, and the inability of systems to use resources collaboratively. Challenges addressed by the Task Force included:

- Understanding the diverse needs of court-involved youth, taking into consideration gender, race, culture, health, and mental health issues.
- Identifying the most promising mix of employment and training strategies to move court-involved youth into the mainstream.
- Defining the roles and responsibilities of the agencies and organizations that work with court-involved youth.
- Recommending ways to move workforce development, juvenile justice, education, social services, community-based support, and labor market systems toward collaborative solutions and effective practices.

The purpose of this Report is to engage policymakers and juvenile justice and workforce development practitioners in working collaboratively to remove the barriers that preclude court-involved youth from participation in the workforce.

The Report includes three introductory chapters, four chapters related to Task Force discussion areas, and eight appendixes. These chapters and appendixes include:

- **Court-Involved Youth: Description of the Target Population.** The first chapter provides information about court-involved youth and the challenges in developing programs and systems that meet the needs of court-involved youth.
- **Overview of the Juvenile Justice System.** The second chapter provides information about the structure of the juvenile justice system for readers who are not involved in juvenile justice.
- **Overview of the Workforce Development System.** The third chapter provides information about the structure of the workforce development system for readers who are not involved in workforce development.
- **Connections to the Labor Market.** The fourth chapter provides an overview of youth and the labor market, including a discussion of labor market opportunities and workforce development issues.
- **Strategies and Promising Programs for Court-Involved Youth.** The fifth chapter suggests strategies for linking youth in juvenile justice system programs to the labor market and provides an overview of the most salient issues related to youth development, exemplary practices that can be adapted from programs serving at-risk youth, and information about promising programs currently serving court-involved youth.
- **Systems Collaboration.** The sixth chapter summarizes strengths and weaknesses of the juvenile justice, workforce development, education, social services, community-based support, and labor market systems that affect the delivery of services to high-risk youth. In addition, the chapter provides examples of successful cross-system collaboration.
- **Steps for the Future.** The seventh chapter provides recommendations and suggestions to assist policymakers in more effectively meeting the needs of court-involved youth for workforce preparation.
- **Appendix A: Members of the Task Force on Employment and Training for Court-Involved Youth.** Appendix A lists the members of the Task Force on Employment and Training for Court-Involved Youth.
- **Appendix B: National Employment Trends.** Appendix B presents lists of the 10 fastest growing occupations between 1996 and 2006 in terms of percentages and total numbers.
- **Appendix C: State and Local Labor Market Information Contacts.** Appendix C provides current contact information for State Occupational Information Coordinating Committee resources.
- **Appendix D: State Workforce Investment Act Contacts.** Appendix D provides current contact information for State Workforce Investment Act resources.
- **Appendix E: Additional Programs for Court-Involved Youth.** Appendix E provides a compendium of additional programs that may be resources for policymakers and program developers.
- **Appendix F: Juvenile Justice Glossary.** Appendix F defines key terms in the field of juvenile justice to clarify their use in this Report.
- **Appendix G: Employment and Training Glossary.** Appendix G defines key terms related to employment and training to clarify their use in this Report.
- **Appendix H: Sources of Information.** Appendix H includes contact information for programs, funding sources, and current initiatives in youth development, policymaking, juvenile justice, education, and workforce development.

# Court-Involved Youth: Description of the Target Population

Three primary categories of youth are found in literature that addresses at-risk or high-risk youth:

- Those at whom primary delinquency prevention programs are targeted: that is, those who have not committed illegal acts but who have risk factors associated with the potential for delinquent behaviors.
- Those on whom secondary prevention efforts are focused: that is, those who are at risk of delinquent behaviors (e.g., because of drug and alcohol abuse, parental abuse and neglect, school misconduct, and negative peer group associations) and who may have come in contact with the juvenile justice system as nonoffenders (e.g., as victims of child abuse or neglect) or as status offenders.
- Those who have committed delinquent acts and on whom intervention programs are focused to interrupt the progression of delinquent behaviors and prevent recidivism.

The proceedings of the Task Force were focused on "court-involved youth," those who have committed status offenses or delinquent acts. Delinquent acts typically fall into three categories: crimes against persons, crimes against property, and crimes related to substance abuse.

Status offenses may include behaviors such as running away from home, truancy, ungovernability, curfew violations, and underage drinking. Sometimes youth charged with this category of offense are placed under juvenile supervision until the situation is resolved; however, most cases are treated as child welfare cases.

Important characteristics vary within the population of court-involved youth. These factors include:

- Age at onset of delinquent behaviors.
- Number of offenses.
- Severity of offense.
- Penetration in the system (previous levels of involvement with the juvenile justice system, e.g., diversion, home supervision, community corrections, or residential placement).
- Recidivism.

The level of severity of the delinquent behavior dictates which court-mandated sanctions (involving placement, supervision, and restitution) are applied and where jurisdictional control (i.e., local, State, confined facility, or community corrections) is placed. The number of previous offenses is typically considered, especially for youth whose offenses continue or worsen.

## Profile Information

More than 2.8 million arrests of persons under the age of 18 were made in 1997, representing about 9.3 percent of the U.S. population between the ages of 10 and 17.[1] An estimated 2.6 million arrests of persons under the age of 18 were made in 1998.[2] The data provided below summarize statistics associated with these court-involved youth:

[1] These data were extrapolated in whole or in part from H.N. Snyder and M. Sickmund, *Juvenile Offenders and Victims: 1999 National Report*, Washington, DC: U.S. Department of Justice, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention, 1999.

[2] Data for 1998 were adapted from H.N. Snyder, *Juvenile Arrests 1998*, Bulletin, Washington, DC: U.S. Department of Justice, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention, 1999.

## Characteristics of Court-Involved Youth

Some of the characteristics typically associated with court-involved youth include the following:

- Lack of a stable family environment.
- Lack of a family support system or poor family relationships.
- Abusive family relationships, including sexual abuse.
- Lack of attachment to school and community.
- Poor school performance (e.g., low grade point average, history of being retained, basic skills at least two grade levels below expected grade level, history of truancy, and persistent tardiness).
- Poverty.
- Early parenthood.
- Negative peer group influences, including gang-related behaviors.
- Early experimentation with illegal substances (e.g., alcohol and drugs).
- Persistent alcohol and drug abuse.
- Involvement with the drug culture.
- Behavioral disorders (e.g., antisocial or asocial behaviors and lack of self-control).
- Absence of positive adult role models.
- Limited social skills.
- Mental health issues.
- Poor self-esteem/underdeveloped sense of self-worth.
- Delayed developmental stages.
- Health issues, including those related to sexual activity.
- Poor communication skills.

- One in twenty arrests of juveniles in 1997 was for a violent crime of aggravated assault, robbery, forcible rape, or murder.
  - One in eleven arrests of juveniles involved youth under the age of 13.
  - Sixteen- and seventeen-year-olds accounted for 48 percent of the arrests.
  - Caucasians represented 71 percent of all juvenile arrests.
  - African American youth represented 26 percent of all juvenile arrests.
- In 1998, Caucasians represented 55 percent, and African Americans 42 percent, of juvenile arrests for violent crimes.
  - One in seven arrests was for an alcohol or drug offense (i.e., drug abuse violation, driving under the influence, liquor law violation, or drunkenness).
  - In 1998, African American youth were involved in a disproportionate number of arrests for murder (49 percent), forcible rape (39 percent), robbery (54 percent), aggravated assault (37 percent), burglary (24 percent), larceny-theft (26 percent), motor vehicle theft (36 percent), weapons (32 percent), drug abuse violations (32 percent), and curfew and loitering (27 percent).
  - Caucasian youth accounted for 70 percent, and African American youth 27 percent, of property crime arrests.
- Fifty-eight percent of those in formally processed delinquency cases were adjudicated delinquent in 1996.

African American youth constitute a relatively high proportion of court-involved youth, compared with their proportion of the total youth population. This circumstance pervades the juvenile justice system at all levels, resulting in higher confinement rates for African Americans than for other youth. This imbalance is critical to discussions regarding labor market attachment, especially given the continued high unemployment rate of young African American males. The imbalance also has implications for program development. Culturally sensitive

programming must be a primary consideration for program developers.

Offenders who begin their illegal activity early and remain active for an extended period are more likely to enter the adult (criminal) justice system than youth whose delinquent behavior is limited to a few incidents. The risk and public safety factors that are associated with repeat offenders, especially repeat violent offenders, also affect the extent to which court-involved youth may participate in the workforce.

## Factors Affecting Offender Status

If a court-involved youth is charged with a subsequent violation of the law, he or she is considered a recidivist. However, a youth may be given increased sanctions or returned to a more secure environment even without committing another crime if he or she has violated the terms of a consent decree, probation, or parole. Some examples of these violations include failure to appear for an appointment with the probation or parole officer, find employment, reenroll in school, or comply with treatment requirements (e.g., mental health or substance abuse counseling); chronic truancy; and/or reinvolvement in gang-related or substance abuse behaviors. In some instances these youth are placed under house arrest or may be returned to a commitment facility.

In other instances, a youth may be charged with an offense that was committed prior to the current one, and this circumstance may result in a change in supervisory status of the youth. A new charge and its subsequent disposition may have significant influence on the development of consistent treatment plans and can reduce the likelihood of youth benefiting from or participating in education or vocational preparation programs.

Adding to the complicated nature of charges and jurisdictional control are family circumstances and community support systems. An evaluation of these factors often enters into placement decisions. Court-involved youth may be placed on probation, assigned to a community corrections program, committed to a secure residential correctional facility, and subsequently put in aftercare. Depending on the course of action taken and the State in which it is taken, youth and their families may find themselves embroiled in the complexities of multiple systems, spanning executive and judiciary branches, county and State levels of government, and juvenile justice, education, and child welfare agencies. The complexity and fragmentation of these systems tend to work against the collaboration and coordination among multiple agencies that are essential to consistent, efficient, and effective interventions, such as those addressing employment and education.

## Issues Centered on Age

Age is another factor in working with court-involved youth. Legally, the age at which the youth commits a particular crime can determine whether the youth falls under the jurisdiction of the juvenile justice system or the adult (criminal) justice system. The upper age limit of juvenile court jurisdiction in delinquency matters is defined by State statute. In most States, the upper limit is 17. However, in 8 States, the upper limit is 16, and in 3 States, it is 15. Further, many States have provisions to treat youth as if they were adults for specific violent crimes. For example, in Vermont, youth as young as 10 can be processed through the adult (criminal) justice system; in Montana, the age limit is 12, and in Georgia, Illinois, Mississippi, and North Carolina, the age limit is 13.

The classification "youthful offender" often refers to youth ages 18 to 25, who may be separated from older adults in a correctional facility, but who fall under the jurisdiction of the adult (criminal) justice system. In some States (e.g., California), a youth may be retained in a youth facility beyond his or her 18th birthday, until the expiration of the sentence or until the youth reaches the age of 24. In other instances, youth may be administratively transferred from a youth facility to an adult facility at the age of 18.

The age range of youth in juvenile facilities presents challenges for designers of workforce preparation programs, especially as age relates to labor market involvement, program services, and systems collaboration. Youth between the ages of 10 and 13 require significantly different sets of treatment and skills programming than those between the ages of 16 and 17, regardless of the nature of the delinquent acts for which the youth are confined.

Programming is further complicated by the varied age limits for services within the education, workforce development, and social service systems. Most public school K–12 education systems are mandated to provide services until an individual attains a high school diploma or until the individual reaches his or her 21st birthday. Individuals are considered eligible for enrollment in Workforce Investment Act (WIA) youth services until they reach the age of 22. Further information about WIA, which was to be fully implemented in all States by July 1, 2000, is provided in the chapter "Overview of the Workforce Development System." Contact information is provided in appendix D. Many social service programs, including those funded through the U.S. Department of Housing and Urban Development (HUD) and the U.S. Department of Health and Human Services, use age 24 as the upper limit for eligibility for youth services.

The implications of age disparities among the various systems and programs that affect court-involved youth are discussed in later chapters of this Report.

# Overview of the Juvenile Justice System

Juvenile justice statutes vary significantly among States. Differences in age limits, jurisdictional control, and the extent of sanctions for specific offenses create confusion for those working with court-involved youth. In most States, the juvenile justice system is independent of the adult criminal justice system and is typically administered by a State social service agency (e.g., a human services agency in 23 States and a children and family services agency in 6 States). In 11 States, the adult corrections system administers juvenile justice.[3] Services provided through the juvenile justice system have the dual purpose of rehabilitating court-involved youth and providing for public safety; the balance between the two goals varies by locality. Personnel involved in the juvenile justice process include law enforcement personnel (police and sheriff's departments), intake and probation workers, prosecutors, defense attorneys, juvenile court judges, probation and social service workers, residential facility personnel, and aftercare workers. This chapter describes common elements of juvenile justice systems and those elements that may affect collaboration between the workforce and educational systems and those seeking job training and employment for court-involved youth.

## Components of the Juvenile Justice System

### Prevention/Early Intervention

Prevention or early intervention programs target youth who display certain risk factors. Most unsuccessful juvenile delinquency efforts have failed because of their negative approach—attempting to keep juveniles from misbehaving. Positive approaches that emphasize opportunities for healthy social, physical, and mental development have a much greater likelihood of success. Successful delinquency prevention strategies must be positive in their orientation and comprehensive in their scope.[4]

### Diversion

A significant number of youth are diverted from the juvenile justice system, often into alternative programs. The programs can provide extra support, guidance, and positive experiences to youth who may be involved in status offending such as truancy, violation of curfews, or underage drinking or in minor delinquency such as vandalism.[5] Other programs directly target at-risk youth.

Early intervention and diversion services are designed to prevent further involvement in the juvenile justice system. Youth receiving these front-end services are relatively young offenders, typically under 16 years old. These services attempt to involve young offenders in healthy, prosocial activities and relationships with peers and adults that will serve as protective factors and curb their involvement in further delinquent activity. Because these youth pose a minimal safety risk to the public, these early intervention services can be provided to youth in their communities while they live at home.

[3] M. Sickmund, H.N. Snyder, and E. Poe-Yamagata, *Juvenile Offenders and Victims: 1997 Update on Violence*, Washington, DC: U.S. Department of Justice, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention, 1997.

[4] For more information on prevention, see J.C. Howell, ed., *Guide for Implementing the Comprehensive Strategy for Serious, Violent and Chronic Juvenile Offenders*, Washington, DC: U.S. Department of Justice, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention, 1995, p. 11.

[5] Sickmund, Snyder, and Poe-Yamagata, 1997.

## Balanced and Restorative Justice

**Many States have begun to develop and implement a new vision for juvenile justice: balanced and restorative justice (BARJ). The BARJ model seeks to balance offender accountability, public safety, and competency development by helping juvenile justice systems to become more responsive to the needs of victims, offenders, and the community. Recognizing both victim and offender restoration as critical goals, BARJ utilizes alternative sanctions such as community service and victim restitution to engage youth and involve victims in the justice process. Achieving these goals also leads to improved community safety and quality of life.[1]**

[1] Office of Juvenile Justice and Delinquency Prevention, *Guide for Implementing the Balanced and Restorative Justice Model*, Report, Washington, DC: U.S. Department of Justice, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention, 1998; P. Freivalds, *Balanced and Restorative Justice Project (BARJ)*, Fact Sheet, Washington, DC: U.S. Department of Justice, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention, 1996.

## Intake

The court intake function is generally the responsibility of the juvenile probation department and/or the prosecutor's office. The responsible agency decides whether to dismiss the case, to handle the matter informally, or to request formal intervention by the juvenile court. About half of all cases referred to juvenile court are handled informally. If the juvenile successfully complies with the informal disposition, the case is dismissed. If the case is to be handled formally in juvenile court, the agency responsible for intake files one of two types of petitions: a delinquency petition requesting an adjudicatory hearing or a waiver hearing to transfer the case to criminal court.[6]

## Detention

Juveniles may be confined in a secure juvenile detention facility for their own or the community's protection prior to a hearing. The initial decision about detention is made by juvenile probation officers or detention workers. Once a court hearing is held (usually within 24 hours of arrest), a judge determines whether to continue the detention or release the juvenile. The original detention may continue beyond the adjudicatory (trial) and dispositional (sentencing) hearings while a juvenile is awaiting placement.

[6] Snyder and Sickmund, 1999, p. 97.

## Waiver

Waiver petitions may be filed by the prosecutor or intake worker when it appears that a case would be more appropriately handled in criminal court. In most cases, the juvenile court judge must make the final decision to waive juvenile jurisdiction and transfer the case to criminal court. In an increasing number of States, the laws permit prosecutors discretion to file in either juvenile or adult (criminal) court. As stated above, some States specify in statutes the conditions under which youth are to be processed through the adult (criminal) justice system.

## Adjudication

Juvenile court proceedings are considered to be "quasi-civil" rather than criminal, and they may be confidential. Most often, juveniles enter pleas of guilt. However, when they do not, an adjudicatory hearing (similar to a trial in criminal court) is held to determine whether the youth is responsible for the offense(s) with which he or she is charged. This determination is almost always made by a judge. Only a few States allow juvenile cases to be decided by a jury. If guilt is established, the youth is adjudicated delinquent (similar to being convicted in criminal court), regardless of the offense. The youth has the right to appeal to a higher court.

## Disposition

Prior to a final disposition (similar to sentencing in criminal court), the probation staff develops a disposition plan. The plan is based on an assessment of a youth's needs, available support systems and programs, and community security. At the disposition hearing, recommendations are presented to the judge, who then decides the appropriate disposition (sentence).

## Probation

Probation is a disposition under which the court conditionally releases the youth to the community in the care and custody of a parent, guardian, or custodian under prescribed rules and conditions. In most cases, the court's rules and conditions are directed at the youth to ensure public safety, and they follow a course of treatment outlined in the probation officer's disposition plan. Examples of rules include ordering a youth to complete drug counseling and family therapy, pay restitution, and perform community service. In most juvenile courts, the length of probation may be open-ended (indeterminate) or specified. Depending on the severity of the offense and other factors, probation officers have varying levels of contact with the youth. Caseloads for probation officers are generally very high. Courts often conduct review hearings to monitor the progress of youth on probation and may terminate the probation if all the conditions are met. An estimated 60 percent of all youth who are adjudicated delinquent are placed on formal probation.

## Residential Placement

Approximately 30 percent of adjudicated delinquents are placed in residential facilities for specific or indeterminate time periods. These facilities may be publicly or privately operated (some States contract the operations to private vendors) and may have secure, prisonlike environments or more open, homelike settings. Youth may be confined at a distance from their home communities in larger State-owned facilities (publicly or privately operated) or in small residential facilities.

Depending on statutory provisions, the placement and release decisions may rest with the State department of juvenile corrections, once the disposition decision is made. In other instances, the judge retains jurisdiction and may make determinations about placement and duration of confinement.

## Residential Programming

Residential facilities monitor the presence and activities of assigned youth at all times. These facilities serve delinquents who have been remanded by juvenile courts to the care of the State because of the risk they pose to public safety and the severity of their needs, and/or the nature and seriousness of their offenses. These facilities are self-contained and typically provide some level of rehabilitative services for youth, including health, education, counseling, recreation, and employment and training. The national average age of youth in residential facilities is 15.8, and the average length of stay is 157 days. Historically, these facilities have been large "reform schools" or "training schools," housing up to 300 youth drawn from wide geographic regions of the State. Starting in the 1970's, some States opted to eliminate or reduce their dependence on large facilities. Instead, they developed smaller, community-based facilities serving 10 to 50 youth. These smaller facilities typically allow youth to be placed closer to their homes and to the communities to which they will return upon release.

## Community Corrections

With community corrections (including prerelease centers, halfway houses, residential drug and alcohol treatment facilities, restitution, and day reporting centers), juveniles are required to adhere to the disposition plan, receive services, and be monitored by a probation officer. In some settings, court-involved youth reside at home or with a designated guardian. In other community corrections models, youth are placed in a community-based residential setting that permits treatment flexibility consistent with the disposition plan (probation order). The disposition plan specifies the education, training, counseling, and support services required, in addition to restricting the juvenile's freedom and certain forms of behavior. Some youth may be enrolled in prevention programs that also serve at-risk youth or that are designed for youth receiving aftercare services. Officers of the court (e.g., probation or parole officers) are responsible for monitoring the status of the youth and ensuring compliance with court-ordered mandates, including participation in education, vocational training, community service, and treatment.

The community corrections approach is not new; it has roots in the early social reform efforts in the United States. The approach has been promoted during the past 25 years in response to the ineffectiveness of traditional systems in reducing recidivism.

in stemming progressive involvement of youth in delinquent behaviors, and in addressing the developmental needs of youth. Community corrections programs recognize the importance of youth's reconnecting to their communities and developing consistent relationships with positive adult role models. These programs provide treatment interventions that reflect the expectations of the community and society. Current approaches to community corrections may apply the BARJ, Intensive Aftercare Program (IAP), and/or Integrated Social Control (ISC) models. For more information about these approaches, see sidebars on this page and on pages 8 and 11.

## Aftercare

Planning for community reintegration should begin as soon as the youth is committed to the system. Most States require youth to undergo supervision and treatment after release from an institution. This requirement combines surveillance and participation in reintegration activities consistent with the services provided in the institution. If the juvenile does not comply with the terms of aftercare, he or she may be recommitted either to the same facility from which he or she was released or to another facility.

Aftercare includes the services that are provided to youth in preparation for and following release from

### Intensive Aftercare Program

The IAP[1] model assumes that any attempt to lower rates of recidivism among court-involved youth must include intensive intervention strategies that provide social control and services.[2] The IAP model recommends five principles of programmatic action. Together, the principles establish a set of fundamental operational goals for IAP:

- Preparing youth for progressively increased responsibility and freedom in the community.
- Facilitating youth-community interaction and involvement.
- Working with the offender and targeted community support systems (e.g., families, peers, schools, and employers) to promote constructive interaction and successful reintegration of the youth into the community.
- Developing new resources and support systems where needed.
- Monitoring and testing the ability of the youth and the community to deal with each other productively.[3]

Data from IAP implementations demonstrate the importance of the following elements:

- Consistent approach to family, peer, school, work, and drug-involvement issues by all residential and community-based youth aftercare programs.
- Effective development and implementation of aftercare surveillance to reinforce youth participation in beneficial treatment activities.
- Diligent provision of overarching case management services, including:
  - Risk assessment and classification to establish youth eligibility.
  - Individual case planning that incorporates family and community perspectives.
  - A mix of intensive surveillance, enhanced services, and links to social networks.
  - A balance of incentives, graduated consequences, and realistic, enforceable conditions.

[1] For more information about IAP, contact The Johns Hopkins University, Institute for Policy Studies. See appendix H for contact information.

[2] D.M. Altschuler and T.L. Armstrong, *Intensive Aftercare for High-Risk Juveniles: A Community Care Model*, Summary. Washington, DC: U.S. Department of Justice, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention, 1994.

[3] Altschuler and Armstrong, 1994.

### Integrated Social Control

The Integrated Social Control (ISC) model integrates the central components of control, strain, and social learning theories. It argues that the combined forces of inadequate socialization, strains between occupational and educational aspirations and expectations, and neighborhood social disorganization lead to weak bonding to conventional values and activities in the family, school, and community. Weak bonding can lead youth to a delinquent lifestyle through negative peer influences. The ISC model is a theory of delinquency among the general adolescent population and the applicability of its major factors to institution-bound youth should be considered carefully. For example, the model assumes that involvement with the family keeps adolescents from delinquent involvement.[1]

[1] B. Krisberg, D. Neuenfeldt, R. Wiebush, and O. Rodriguez, *Juvenile Intensive Supervision: Planning Guide*, Summary, Washington, DC: U.S. Department of Justice, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention, 1994, pp. 6 and 8.

residential facilities. The youth remain the responsibility of the State juvenile justice agency and are still in need of support services. After being incarcerated for an extended period of time, it is often difficult for youth to make a positive transition back to their families and home communities. The structure and positive supports of the residential facility are no longer available to them, whereas the community conditions and factors that contributed to their initial delinquency remain intact. Ideally, aftercare services are designed to provide adequate supervision and to create a wide range of healthy supports in the youth's home neighborhood that will enable the youth to sustain and develop the prosocial attitudes and behaviors acquired in the residential setting. In this way, aftercare, early intervention, and community corrections services are similar in their attempts to help youth become and remain involved in prosocial, developmentally healthy activities in their home communities.

## Summary

While prevention, diversion, residential commitment, community corrections, and aftercare are often discussed separately, together they are intended to constitute a flexible continuum of sanctions and care. Ideally, this continuum enables State and local systems to provide the appropriate supervision and rehabilitative services in the least restrictive setting, while accounting for public safety.

Juvenile justice systems differ from State to State; however, the basic process from arrest to aftercare is similar. The varying age range of youth involved in the system and different jurisdictional schemes make it difficult to plan and implement workforce development programs. However, recent efforts to identify, evaluate, and promote program models that work for court-involved youth indicate that collaborative planning among the systems that serve these youth does make a difference. Disseminating these best practices throughout the juvenile justice system, workforce development system, and larger communities continues to be a challenge.

# Overview of the Workforce Development System

## Connecting Workforce Development to the Juvenile Justice System

A major developmental task of adolescence is preparing for economic self-sufficiency in adulthood. Successfully meeting this challenge requires youth to develop many related skills. First, youth need to learn how to be productive—how to set a goal and devise and implement an action plan for attaining the goal. Second, youth must develop an array of academic, technical, and social skills to be effective in work environments that are increasingly complex and interdependent. Third, youth must connect to the labor market by investigating and planning to pursue possible career paths.

In support of youth developing these three skills, many State juvenile justice agencies provide employment and training services to court-involved youth as treatment activities integrated into the stages of sanctions presented in the previous chapter. Unfortunately, the content and quality of these services vary tremendously within and among State systems. The variation is due, in part, to the disconnection of the juvenile justice system, the State workforce development systems, and the Federal youth employment and training system, administered through the Employment and Training Administration. One mission of the Task Force on Employment and Training for Court-Involved Youth is to bring these two systems closer together and thereby improve the quality of employment and training services for court-involved youth. Other causes of variation in the content and quality of employment and training services include operational challenges that are indigenous to the juvenile justice system—the varied needs of court-involved youth, public safety issues, negative effects of being labeled "a court-involved youth," and the logistical impediments created by out-of-community residential placements.

Five of the most common initiatives that affect youth who are served through the workforce development system are highlighted in the following sections of this chapter. These include Workforce Investment Act Formula Funds, Youth Opportunity Movement, Job Corps, Youth Apprenticeship, School-to-Work, and One-Stop Centers.

## Overview of the Workforce Investment Act

The Workforce Investment Act (WIA) was enacted in August 1998 to develop a more cohesive workforce development system that will provide easy access to services and information for individuals and businesses. State and local jurisdictions were required to fully convert from the existing structure, under the Job Training Partnership Act (JTPA), by July 1, 2000. WIA requires collaboration and systems-level cooperation among diverse, federally funded workforce development initiatives that will result in the following:

- Streamlining services through local one-stop service delivery systems.
- Empowering individuals to make career decisions and select training programs that meet their needs by establishing Individual Training Accounts.
- Providing universal access to one-stop services through convenient physical locations.
- Increasing accountability through the establishment of core performance indicators.

- Creating a strong role for Workforce Investment Boards and the private sector by ensuring business leadership and expanding the policy and oversight role of the boards.
- Promoting State and local flexibility that focuses on local and regional labor market needs.
- Improving youth programs by establishing youth councils to link local labor market needs with community youth services and ensuring connections between academic and occupational learning.

At the local and regional levels, four program areas are supported by WIA:

- Adult programs, including Welfare-to-Work, dislocated workers and trade, and adult training.
- Youth initiatives, including Job Corps, School-to-Work, Youth Opportunities and year-round and summer youth programs.
- Employer/labor services, including Bureau of Apprenticeship Training, labor liaisons, and employer liaisons.
- Workforce Security services, including unemployment insurance (UI) and One-Stop/United States Employment Services (USES Job Service).

## Workforce Investment Act Formula Funds

The Workforce Investment Act of 1998 provides funds each year to all States and localities in the United States for separate adult and youth job training programs. These funds are distributed to States and local areas through a formula based on unemployment and poverty rates. The local recipients of these funds are Workforce Investment Boards, which decide how the funds should be used in their areas. The WIA legislation requires that these local boards establish Youth Councils to oversee formula-funded youth programs. These Youth Councils can include members of the broader Workforce Investment Board, representatives of youth service agencies and the school system, employers, union leaders, parents, and former youth program and Job Corps participants.

The WIA youth formula funds can be used for a variety of activities to serve both in-school and out-of-school youth ages 14 to 21. Each local area must develop a service strategy for each youth participant based on an individual assessment of basic skills, occupational skills, prior work experience, aptitudes, supportive service needs, and developmental needs. The local area must have an array of services available for youth, including tutoring and dropout prevention, alternative schools, summer jobs, work experience, occupational skills training, leadership development, supportive services, adult mentors, followup services for at least 12 months, and counseling that includes drug and alcohol abuse counseling and referral. These services can be provided by a variety of agencies, including the public school system, community colleges, community-based organizations, and trade schools.

Youth ages 18 and older are also eligible for services provided under WIA adult formula funds, including individual training accounts to pay for vocational training. Although applicants to WIA youth programs must meet low-income eligibility criteria, applicants for adult services do not need to show low-income status.

## One-Stop Centers

The Workforce Investment Act requires local areas to develop a one-stop delivery system for employment and training services. The goal is to establish One-Stop Centers that provide access to a wide variety of services, including assessment and career counseling, vocational training, job listings and placement, unemployment compensation, vocational rehabilitation, adult education and literacy, trade adjustment assistance, the Job Corps, and other education and training services.

One-Stop Centers are open to both adults and youth, but services to youth who are not from low-income families must be supported by funding sources other than WIA. DOL considers One-Stop Centers an important point of entry for youth to obtain job training services. DOL expects that creative local programs will have youth entering employment and training services through several different points, such as schools, sports programs,

Boys & Girls Clubs, and other community-based organizations.

One-Stop Centers are important resources for youth seeking employment. However, youth require a menu of support and services different from those typically provided to adult job seekers. In response to the unique needs of youth, many jurisdictions have established One-Stop Centers focused exclusively on youth workforce needs and involved with the Youth Opportunity Movement. A unified workforce development system that offers universal access via One-Stop Center systems should both provide customized services for each job seeker and reflect standard youth development principles.

## Youth Opportunity Movement

The Youth Opportunity Movement offers a way to bridge gaps in services and break cycles that lead to poverty and despair. Youth Opportunity grants are available to qualifying communities (Empowerment Zone/Enterprise Community-designated areas and tribal/State-designated high-poverty areas). This funding allows communities to establish one-stop service centers where youth can access a wide range of services and resources with an emphasis on building strong, communitywide, system-level partnerships. Although all youth between the ages of 14 and 21 are expected to benefit from this initiative, most of the funds are intended to serve out-of-school youth and other at-risk or high-risk youth populations.

Funds allocated under the Youth Opportunity Movement are expected to complement the Job Corps, School-to-Work, and formula-funded youth programs. The goal is to decrease the high unemployment rates of youth residing in impoverished communities, thereby helping these communities to reduce crime, youth gangs, illegal drug use, and welfare dependency.

Youth Offender Demonstration grants are also included as part of the Youth Opportunity Movement. Funds have been made available to Workforce Investment Boards in selected areas of the country, juvenile correctional facilities, and community-based organizations to improve services for at-risk and court-involved youth.

## Job Corps

Job Corps is a national residential education and training program for severely disadvantaged youth ages 16 to 24.[7] The program prepares youth for stable, productive employment and entrance into vocational/technical schools, junior colleges, military service, or other institutions for further education and training.

Job Corps targets the most disadvantaged youth, who face multiple barriers to employment. The program provides a comprehensive mix of services in an integrated and coordinated manner. Students spend about half of their time in basic education and about half in vocational skills training.

Those who remain enrolled in Job Corps for longer periods of time are more likely to earn a high school equivalency diploma, finish skills training, and find employment at higher wages than early dropouts. During program year 1997, 80 percent of all Job Corps students were placed in jobs or enrolled in education programs. In 1997, more than 65,000 new students entered the Job Corps.

Private and nonprofit sector organizations operate 87 Job Corps centers under contract with the U.S. Department of Labor. The U.S. Departments of Agriculture and the Interior operate 28 additional job centers on public lands under interagency agreements with DOL.

Job Corps is offered as an open entry, open exit program and allows youth to receive education; training, including community service projects; and job placement throughout the year. Although Job Corps services are not available in every community, the program offers substantial opportunities for early intervention/diversion and aftercare referrals based on a residential work-preparation model. The Job Corps program has received significant attention at the national level for having components that benefit court-involved youth. The 1994 Crime Bill provides a funding avenue for States wishing to replicate

[7] For more information about Job Corps, contact the U.S. Department of Labor. See appendix H for contact information.

## Job Corps

Many Job Corps sites have established relationships with juvenile justice agencies, allowing youth offenders to enter Job Corps programs upon completion of residential treatment or other sanctions. One example of cooperation is in the State of New Jersey. An agreement exists between the Edison, NJ, Job Corps and the 55-bed State-run juvenile residential program that is collocated at the Edison Job Corps site.[1] These agreements typically improve the chances of the court-involved youth being accepted into Job Corps. However, many residential youth, already away from their families for an extended period of time, prefer returning home rather than entering another residential program.

Based on statistics from 111 centers, the Job Corps annual report for program year 1995 found that 75 percent of participants became employed or entered postsecondary education, the average starting wage was $5.98, and 46 percent of participants obtained jobs related to their training. Placement rates were higher for participants who earned a GED and completed vocational training than for those who did not. According to a study in 1982, Job Corps had a larger impact on earnings than other training programs.[2]

[1] Until recently, the residential youth participated in vocational programs in many different skill areas offered to Job Corps residents. However, because funding was insufficient to allow enough supervisors to accompany the juveniles to all program sites, this practice of sending youth to the Job Corps site has been discontinued.

[2] C. Mallar, S. Kerachsky, C. Thornton, and D. Long, *Evaluation of the Economic Impact of the Job Corps Program: Third Follow-Up Report*, Princeton, NJ: Mathematica Policy Research, Inc., 1982.

the Job Corps model for court-involved youth.[8] Significant features of the program are listed below:

- Job Corps is the only residential job training program that has childcare services and single-parent dormitories so enrollees and their children can receive concurrent services.
- Job Corps involves business and industry through mandated local advisory boards, national industry support, and regular review and evaluation to ensure that programs reflect current industry practices and requirements.
- Job Corps assists youth who have completed the program to find jobs in locations with strong markets or back in their home communities through national training and placement contractors, thus placing youth according to labor market needs. National volunteer organizations support youth during the admissions process and provide mentors during both enrollment and the adjustment period following program completion.
- Job Corps has a zero-tolerance policy for violence and drugs.
- Job Corps provides a readjustment allowance to each youth who successfully completes the program. The allowance can be applied to rent, transportation, or other essentials for independent living.

[8] Crime Bill, Part R: Certain Punishment for Young Offenders, 1994.

## Youth Apprenticeship

Youth Apprenticeship programs engage young people in work and learning settings with training by skilled workers that may promote youth entry into apprenticeship programs. Although the original definition of an apprentice is one who enters into a work agreement with an employer and works under a master of a trade, apprenticeship has grown to include new definitions that are designed to strengthen on-the-job training (OJT) for young, unskilled workers. Apprenticeship programs benefit court-involved youth by replacing unhealthy peer attachments with attachments to employers and coworker apprentices. DOL defines apprenticeship as a training strategy with the following possible characteristics:[9]

- Employers and others who can hire and train individuals in the workplace may sponsor apprenticeships that combine hands-on worksite training with related instruction.

[9] DOL's Federal committee on apprenticeship, 1992.

- Needs of the workplace and industry dictate the content and length of apprenticeship training.
- Federal and State regulations govern formal apprenticeships.
- Credentials, such as certificates of completion and/or journey-level status (indicating that one has learned a trade), can result from apprenticeship.
- Apprentices learn by working directly under master workers in their occupations.

DOL allows flexibility in defining apprenticeship: apprenticeship jobs are accepted as placements for court-involved youth if the jobs are recognized by the employer, industry, or union or approved by DOL's Bureau of Apprenticeship Training (BAT) or State apprenticeship councils (SAC's). DOL recognizes the value of youth apprenticeship and encourages the development of apprenticeship programs that allow youth to earn academic credit while learning trades or other occupational skills and working in settings that allow them to apply these skills.

## School-to-Work

Enacted in 1994, the Federal School-to-Work (STW) Opportunities Act seeks to reduce the number of youth who drop out of school or graduate from high school without career direction, marketable skills, and knowledge about workplace expectations. STW is a joint effort of DOL and the U.S. Department of Education.[10] To receive Federal or State funds for STW programs, local communities must form partnerships among employers, schools, and other community institutions, including local private industry councils (PIC's) and/or workforce development boards, public employment agencies, and youth development and community-based organizations. The local partnerships must seek to build comprehensive school-to-work systems for all youth, including those who are college bound, at risk, or dropouts or who have disabilities. While promoted as a worker preparation program and considered integral to the workforce development system, STW is also an important element of recent school reform movements that focus on high academic standards and improved graduation outcomes, including enrollment in postsecondary education and employment. STW is closely aligned with the Goals 2000: Educate America Act, which focuses on high academic performance and supports State accountability and assessment goals.

STW represents a new approach to learning, based on the proven concept that education works best and is most useful when students are able to apply classroom learning to real work situations. STW participants are expected to meet high academic standards and, through an integrated program of school- and work-based learning, to be prepared to enter college and/or the labor market upon completion of high school.

The STW system includes three core elements:

- School-based learning that includes blended academic and vocational training based on high academic expectations and industry-defined occupational skill standards.
- Work-based learning that involves youth in workplace settings for career exploration, work experience, structured training, and mentoring.
- Connected activities that identify work-based learning opportunities, match students with employers, train mentors, and build other bridges between school and work.

STW includes academic and work preparation programs, including vocational education, work-study, Tech Prep, youth apprenticeship, internship programs, Junior Achievement, and other programs designed to serve both students who are college bound and those who are not. To reflect the comprehensiveness of the STW system, many States refer to their STW initiative as the "school to careers" or "education to careers" program.

The STW legislation provides seed money for development of STW systems by States and local partnerships. The legislation allows States and their partners to link education reform, worker preparation, and economic development into a comprehensive system of workforce development. STW intends to enhance existing efforts to prepare youth for high-wage, high-skill careers that are responsive to

[10] For more information about STW, contact the U.S. Department of Labor. See appendix H for contact information.

current and future economic conditions. As of September 30, 1998, all States had received funds to implement statewide STW reform initiatives.

Although STW legislation does not provide for a continuous funding stream, Federal STW funds can be used by States and local partners to develop curriculums, support employer outreach, provide professional development opportunities for teachers, purchase career exploration materials, and fund employer-sponsored STW initiatives.

Successful STW initiatives exist in Oregon and Wisconsin. In Oregon, students must achieve a Certificate of Initial Mastery by the end of the 10th grade, after which they begin either a college preparatory program or one of a number of vocational or professional curriculums that emphasize applied academics, apprenticeships, or other School-to-Work, experience-based education models.

In Wisconsin, 10th graders receive a gateway assessment of core competencies that are multidisciplinary (i.e., reading, writing, science, and computation) and performance based (i.e., problem solving, analytical skills, and critical reasoning). School districts establish the technical preparation programs, whereas youth apprenticeship is authorized through the Wisconsin State Department of Industry, Labor, and Human Relations.

# Connections to the Labor Market

## Overview

In the past 25 years, the Nation's economy has changed dramatically in response to technological advancement and global competition. These changes have profound implications for the labor market, the American worker, and the workplace. The most critical challenge confronted by court-involved youth and personnel who design and implement programs for these youth is to effectively address issues related to hiring and training the youth for the labor market to meet employers' and industry's requirements.

Jobs are changing, employer expectations are rising, and work requires higher cognitive skill levels than ever before. The availability of unskilled jobs has diminished significantly because of technology and the availability of cheap, unskilled labor abroad. The industrial and occupational composition of employment, continuous technological changes in the workplace, corporate restructuring and downsizing, growing diversity in the workplace, and the rising number of immigrants to the United States have caused significant changes over the past two decades. International competition has driven U.S. industries to improve quality and to establish stringent new standards of customer service. Employers have responded to economic pressures by downsizing, flattening organizational hierarchies, eliminating layers of middle management, outsourcing, and increasing the use of temporary, contract, and part-time workers. This increased use of personnel supply companies, temporary agencies, and part-time employees has lessened the need for and cost of hiring unqualified full-time workers.

## Labor Market Trends

In addition to changes in labor market needs, the quality of labor is also changing. The new workplace is characterized by movement toward efficient production systems, advanced technology applications, and a skilled flexible workforce. Workforce trends indicate that employment growth will continue at a slower pace than in the past 10 years and will be highly concentrated by industry sectors. Nationally, the services and retail trade sectors are expected to account for 16.2 million of the projected new jobs. Business, health, and education services will account for 70 percent of the growth in the service industry sector.[11] Local trends may vary from national trends. Appendix B summarizes national employment trends. State and local area employment data are available from State Labor Market Information and State Occupational Information Coordinating Committee (SOICC) contacts; a contact list is provided in appendix C.

These changes in the labor market demand that workers possess a new set of skills, including higher academic attainment; work readiness; generic, high-performance workplace skills; and adaptability. The demand for workers with higher order skills exceeds the supply of recent college graduates. In many parts of the Nation, thousands of jobs that require technical skills, but that do not require a college degree, go unfilled. Employers value employees who are ready to work and have a strong work ethic, positive attitude, drive, and initiative. Work-based learning with employer involvement in curriculum design and job placement can also have significant positive consequences for court-involved youth—from providing appropriate workplace skills to making connections with real employers to providing an income during

[11] H.N. Fullerton, Jr., 1996, Tomorrow's jobs, in *The 1996–97 Occupational Outlook Handbook*, Bureau of Labor Statistics, retrieved December 16, 1996, from the World Wide Web: Stats.bls.gov/oco2003.htm.

the learning process. Workforce skills development programs should offer youth services that can address the specialized needs of court-involved youth (e.g., mental health or substance abuse treatment).

The U.S. Secretary of Labor's Commission on Achieving Necessary Skills (SCANS) identified five sets of competencies. Together, the competencies constitute the basic skills set that contemporary workers must possess. The competencies are listed below:

- **Resources:** Identifies, organizes, plans, and allocates resources.
- **Interpersonal:** Works well with others.
- **Information:** Acquires and uses information.
- **Systems:** Understands complex interrelationships.
- **Technology:** Works with a variety of technologies.

Workers without the required skills increasingly will be relegated to lower paying jobs in less competitive industries and afforded an ever-narrowing range of career options. The state of today's economy intensifies this problem. Although the economy is robust, it does not provide the stability and job security enjoyed by earlier generations of Americans. Workers can no longer expect to spend their careers with one employer, within the same occupation or industry, or even within the same career field. To remain economically viable, American workers must continue to upgrade their skills and be prepared to adapt to evolving skill demands. They need to become increasingly entrepreneurial, lifelong learners; to anticipate change; and to continue to obtain education and training to compete in the changing job market and economy. Concurrently, as employers continue to outsource work and use independent contractors, more individuals will become part of the contingent workforce.

## Labor Market Issues for Youth

While the Nation's overall unemployment rate reached an all-time low in 1997, the unemployment rate for youth remains high. In October 1997, the adult unemployment rate was 4.7 percent, but the unemployment rate for young workers (19 and under) was 15.3 percent. Although the unemployment rate for African American youth declined significantly between 1992 and 1997, from 42.2 percent to 28.4 percent, it is still twice that of white youth and six times greater than the national average.

In addition to showing higher unemployment rates for youth, statistics indicate that the labor market is relatively unfriendly to young workers in other respects. According to a study that compared young workers between the ages of 17 and 24 with workers over age 25,[12] labor market entry is more difficult for younger workers, the prevalence of part-time jobs is greater, and jobs are more likely to be characterized by low wages. Youth who want full-time work are forced to work part-time over three times more often than adults (7.2 percent versus 2.3 percent). Even when they work full-time, youth are more likely than their adult counterparts to make wages that are below poverty level for a family of three. When taken together, youth experience these labor market problems at a rate that is more than three times greater (48.7 percent versus 15.6 percent) than the rate for adults.

The decline in real earnings, which has continued for more than 20 years, is another factor facing youth. In 1973, the median, real weekly earnings in the United States reached $440 for men and $332 for women,[13] a post-World War II peak. Since 1973, the constant dollar weekly wages (accounting for inflation) have fallen by more than 31 percent for men and 17 percent for women with full-time jobs. Young workers, especially young men with no postsecondary schooling, have experienced the most severe deterioration in their earning power. The steep decline in earnings has lengthened the time many young adults require to achieve economic independence and form their own households, and it has placed many young

[12] A. Sum, N. Fog, and N. Fog, Confronting the demographic challenge: Future labor market prospects of out-of-school young adults, in *A Generation of Challenge: Pathways to Success for Urban Youth*, Baltimore, MD: Sar Levitan Youth Policy Network, 1997, pp. 14–44.

[13] D. Rentner, J. Jennings, and S. Halperin, *A Young Person's Guide to Earning and Learning*, Washington, DC: Center on Education Policy and American Youth Policy Forum, data from Bureau of the Census, Education Attainment in the United States: March 1993 and 1992 (data for March 1992), 1994.

adults and their children at risk of poverty. In summary, the data show that compared with adults, young workers experience much higher unemployment levels and significant problems in finding full-time work, and they are much more likely to earn poverty-level wages if they find full-time employment.

The education level of youth is a significant factor in their employability. Education level is correlated with the following:

- **Labor market success.** Data indicate that individuals with less than 12 years of education have an unemployment rate of 14.8 percent, whereas those with high school degrees or GED's have an unemployment rate of 10.4 percent. Youth with 13 to 15 years of schooling (1 to 2 years of post-secondary education or training) have an unemployment rate of 6.9 percent, and those with 16 or more years of education (college degree or higher) have an unemployment rate of only 3.9 percent.
- **Ability to obtain a full-time job.** Although 87 percent of college graduates (16 years of education or more) are employed in full-time jobs, only 36 percent of high school dropouts (less than 12 years of education) are similarly employed.
- **Earnings.** A comparison of earnings indicates that only 11 percent of high school dropouts are employed in jobs that pay $300 or more per week—a good standard for determining poverty level—whereas 64 percent of college graduates are in jobs that pay more.
- **Potential earnings.** A worker with a high school diploma or GED can expect to earn nearly $212,000 more than a worker without either credential during his or her working life. An individual with a 4-year college degree can expect to earn $812,000 more than a high school dropout during his or her working life.[14]

## Labor Market Issues for Court-Involved Youth

The ramifications of labor market trends for court-involved youth are even more pronounced than for the general youth population. The young adult (18 to 24 years old) labor force is expected to grow from 18.1 million in 1995 to 20.4 million in 2005.[15] This growth will generate increasing competition for entry-level jobs, with a detrimental impact on court-involved youth. The lack of available jobs that have the potential for high wages and career advancement is a major issue for court-involved youth, especially those with low education and few or no training credentials. In fact, there is a strong association between increased competition, depressed wages, and incarceration rates, especially among school dropouts.[16] To address these circumstances, strategies need to be developed to decrease unemployment and underemployment rates of court-involved youth.

One of the biggest issues confronting policymakers, program implementers, and social service providers is limited data on the employment of court-involved youth. However, some findings of the extensive research that has been conducted on the general population of youth workers may be applicable to court-involved youth.

The most common academic profile of a court-involved youth reveals serious educational deficits. The data indicate that the labor market penalizes these youth for not completing school—with unstable employment and reduced earnings throughout their working lives. In addition, court-involved youth must overcome confidentiality issues or the release of information on their court-involved status; jurisdictional control of their "mobility" (especially for juveniles who are remanded to State-operated residential facilities distant from their home communities); and competition with other youth who are at risk (e.g., youth who are Welfare-to-Work participants, teen parents, and high school dropouts or who possess other at-risk characteristics).

In addition, juvenile justice system personnel who lack knowledge of the labor market can contribute to the lack of responsive treatment and skill development programs for youth. On the workforce development

[14] Rentner, Jennings, and Halperin, 1994.

[15] Sum, Fog, and Fog, 1997, pp. 14–44.

[16] R.B. Freeman, Why do so many young men commit crimes and what might we do about it? *Journal of Economic Perspectives* 10(1):25–42, 1996.

### Barriers to Participation in the Labor Market by Court-Involved Youth

- Lack of basic skills.
- Low educational attainment.
- Poor workforce preparation.
- Poor social skills.
- Absence of peer and adult role models.
- Mobility and jurisdictional control.
- Disjointed treatment/aftercare/service delivery plans.
- Low expectations by self and others.
- Negative peer influences.
- Security/safety risk.
- Negative perceptions by community/employers.

side, employers and personnel who prepare individuals for the workforce may be reluctant to commit resources to court-involved youth. All these factors increase the separation of court-involved youth from the primary labor market.

Community and employer concerns about security and safety are also significant barriers to the employability of court-involved youth. Some employers resist hiring court-involved youth because they fear losing their customer base. This is particularly true of businesses that focus on service and require direct contact between the worker and customer or where work must be performed in customers' homes (e.g., trade occupations such as plumbing, electricity, renovation, and masonry/tile setting). It is also true in fields where employees are directly involved with customers' children, as in childcare, or in settings where customers' personal belongings may not be secured, such as hair salons, medical treatment facilities, hotels, and automotive repair facilities. Employers representing the manufacturing, wholesale distribution, retail, and financial services industries may also resist hiring court-involved youth because of internal security and bonding requirements.

## Issues Related to Residential Programs

There are several inherent aspects of residential programming, in particular, that make it difficult to provide quality job training and employment services to youth residents. These factors are described below.

- **The array of problems of youth in residential care.** The youth frequently perform below grade level and find it difficult to interact prosocially with others, especially in frustrating and/or stressful situations. These youth typically start with relative deficiencies in both the "hard" basic education skills and the "soft" interpersonal skills that are required to obtain and retain employment. Also, as noted in the first chapter, "Court-Involved Youth: Description of the Target Population," the age range of residential youth includes 16, the age at which youth in most States can obtain working papers. Therefore, quality residential employment and training programs must provide a range of age-appropriate, work-based learning experiences, both paid and unpaid, that are consistent with child labor laws.

- **Geographic isolation of residential facilities.** The isolation of many residential facilities makes it logistically difficult either to bring appropriate programming to campus or to transport the youth off campus to where these opportunities exist. In addition, the number of different neighborhoods from which the resident youth are drawn makes it difficult to develop individual training programs tailored to the different labor markets the youth will enter when they return home. Use of small, community-based residential facilities reduces these logistical problems.

- **Public safety and risk factors.** At the beginning of their stay in a residential facility, youth generally are not permitted to leave the campus at any time. Youth gain this privilege only after making significant progress in their rehabilitative programs, typically during the final 4 months of an average 8-month stay. When youth are allowed off campus, they must be closely supervised by juvenile justice staff. Juvenile justice officials and staff tend to be very risk adverse and take every possible precaution to ensure that the youth who are allowed to leave the campus are both ready

for the privilege and closely supervised at all times.

- **Performance and perception.** Employment and training providers and prospective employers have their own set of concerns that extend beyond the issue of public safety. As a result, they are sometimes hesitant to engage the juvenile justice system and to work with youth, even when the youth are carefully screened and well supervised. Employment and training providers are increasingly paid under "performance" contracts that reimburse them for placing their clients in jobs. Because residential placements are transitional, working with confined youth may not be a smart business decision for employment and training providers. The negative connotations that accompany the label "juvenile offender" may also discourage potential employers from hiring residents. A solution could be to phase in training while youth are in residence and during reentry.

## Reasons for Failure

For a range of reasons, workforce preparation programs, when they do exist in juvenile justice systems, often fail to effectively collaborate with the labor market. In many cases, existing worker preparation programs are not based on the realities of the labor markets within the youth's State, region, or local community. In other cases, the juvenile justice system's limited experience and knowledge of labor market requirements may limit court-involved youth's understanding of employer expectations. External barriers, such as public opinion, age, and the lure of illegal "jobs," contribute to the difficulty of juvenile justice workers engaging court-involved youth in labor market activities. In addition, some juvenile justice programs do not take advantage of opportunities to reconcile "mandatory treatment" (e.g., academic programming, substance abuse treatment, and aggression reduction therapy) with workforce preparation and community readjustment requirements or do not have adequate program infrastructure to hold youth accountable through monitoring, counseling, and assistance to employers. Finally, because of scarce resources, juvenile justice systems often cannot afford to implement a cohesive marketing strategy targeted to economic development and workforce preparation programs. Such a strategy could educate employers and consumers about court-involved youth as prospective players in the labor market and as contributing members to the economy and society.

## Summary

While there may be no "quick fix" strategy, a longer term sustained strategy that involves principles such as local market surveys, employer involvement, transition services linked to juveniles' risks and needs, progressive education, and social and vocational skill attainment may be effective. Policymakers and program implementers should be aware of the constantly changing local labor market requirements and supply needs. National data and trends may not reflect the unique circumstances of a local community, and they may not result in responsive local program development. All too often, occupations that are in decline at the national level offer good opportunities in select local labor markets, or skills that are in demand nationally may not be needed in all labor markets. Policymakers should know the local labor market and focus on the most promising jobs within that labor market to provide career-building opportunities and, ultimately, high-wage jobs. These factors make it imperative for the juvenile justice, social service, and workforce development systems to work together to create and implement strategies that develop social and work skills and provide adequate supervision to protect community safety.

# Strategies and Promising Programs for Court-Involved Youth

## Principles Underlying Youth Connections to the Labor Market

According to a recent publication prepared for Public/Private Ventures, a youth's attachment to work will influence his or her likelihood of success in the labor market. It is critical that youth have the following:[17]

- At least one adult who has a strong interest in his or her success in the labor market.
- Awareness that the program has a strong and effective connection to employers.
- Placement in a paid position as soon as possible.
- Understanding of the initial job placement as a first step toward advancing career and income potential. Placement activities must be viewed as continuing efforts to establish a permanent attachment to work.
- Recognition of the need for educational skills and credentials and frequent opportunities to improve these skills and credentials.

Two additional strategies are also critical to helping court-involved youth connect with the labor market:

- Early and continuous involvement by employers in the lives of court-involved youth.
- Use of intermediaries to provide links to services and monitor the partnerships between providers of youth programs, youth, and employers.

[17] G. Walker, Out of school and unemployed: Principles for more effective policy and programs, in *A Generation of Challenge: Pathways to Success for Urban Youth*, Monograph 97–03, Baltimore, MD: Sar Levitan Youth Policy Network, 1997, pp. 73–86.

## Employer Involvement

A recent review of crime prevention programs funded by the U.S. Department of Justice concluded that any successful program aimed at increasing labor market participation in order to decrease crime "must connect a community or individuals to the world of legitimate work so that residents will have the proper incentives to acquire the necessary human capital needed for success in that world."[18]

Employers are essential to creating an attachment between court-involved youth and the labor market. Employers can provide critical information about local and regional labor market needs and worker preparation requirements, and their strong involvement can also help court-involved youth connect with treatment plans, academic pursuits, vocational training, and the labor market. The use of employers as mentors, role models, and community advocates provides an alternative route to facility-community transition and reintegration for youth who are released from incarceration. Employers can help identify community service projects—both residential and community-based—that provide opportunities for restitution and community visibility. Employers may also involve youth in trade and business association activities; promote participation in treatment, education, or training programs offered by other employers; and inform youth of other employment opportunities.

Employer involvement in designing work-based learning curriculums and activities also ensures that the skills learned and practiced are those most likely

[18] L.W. Sherman, D.W. Gottfredson, D.W. MacKenzie, J.W. Eck, P.W. Reuter, and S.W. Bushway, *Preventing Crime: What Works, What Doesn't, What's Promising*, Report to the United States Congress. Washington, DC: U.S. Department of Justice, Office of Justice Programs, National Institute of Justice, 1997, chapter 6, p. 44.

### Federal Bonding Program

To help employers and youth overcome barriers to participation in the workforce, DOL supports a Federal Bonding Program (FBP) that employers hiring court-involved youth can use to meet bonding requirements.

FBP makes fidelity bonds available to help ex-offenders and other high-risk individuals obtain employment. A fidelity bond is a business insurance policy that protects the employer in case of any loss of money or property due to employee dishonesty. It insures the employer for any type of stealing by theft, forgery, larceny, or embezzlement. It does not cover liability because of poor workmanship, job injuries, or work accidents. Employers can purchase such bonds commercially, but these commercial bonds typically exclude anyone who has already committed a fraudulent or dishonest act.

Bonds from this program are given to the employer free of charge to serve as an incentive to the company to hire a job applicant who is an ex-offender or has some other risk factor in his or her background. In most cities, all State Employment Service local offices (also called State Job Service or One-Stop Centers) are certified to issue these bonds. Other agencies and programs can also purchase these bonds to help place their clients or enrollees.

A $5,000 bond coverage is typically issued, but larger bond amounts are also available. To date, about 40,000 individuals have been bonded by this program, and 99 percent have proved to be honest employees. Bonds can be purchased by agencies and programs in packages of 25 or more, at an average cost of less than $100 per bond.[1]

[1] For more information, contact Ron Ruben in care of the McLaughlin Company at 1–800–BOND–JOB.

to lead to employment. It also introduces employers to youth before the job search process begins. The Center for Employment Training (CET) in San Jose, CA, a nationally recognized job training program for at-risk youth and adults, is known for its cooperation with prospective employers to design training and place youth in jobs.[19]

CET provides a work-based training model with no entrance requirements for individuals 18 and older. The model integrates basic and human development skills and uses skills training as the context for learning. Employers determine the standards for training, audit training courses to determine their accuracy, and participate on technical advisory committees and industry advisory councils. Skills taught are closely tied to the labor needs of the immediate area (labor market surveys are performed to identify jobs that pay more than $7 per hour), instructors are hired directly from the industry on which the skills training is based, and participants do not receive certificates of completion until they are placed in a job. A Manpower Demonstration Research Corporation (MDRC) study of Federal job training programs found that CET graduates increased their earnings substantially—more than $6,700 over 4 years—compared with an average of $214 across all other programs studied.[20]

[19] See appendix H for contact information.

## Intermediaries

Effectively bridging juvenile justice workforce preparation programs and the labor market requires the assistance of community-based organizations, nonprofit groups, and job brokers that can serve as intermediaries. These "intermediaries" can provide a consistent point of contact between the justice system and employers and can ensure the successful community reintegration of court-involved youth. Intermediaries can help youth connect with employers and community services in the location of release or jurisdictional control, and they can provide the

[20] G. Cave, H. Bos, F. Doolittle, and C. Toussant, *JOBSTART: Final Report on a Program for School Dropouts*, New York, NY: Manpower Demonstration Research Corporation, 1993.

level of monitoring required during the early stages of employment and transition. Successful intermediaries have credibility with the businesses in their communities, possess knowledge of justice system requirements, serve as advocates for the youth and employers, and facilitate communication among aftercare program services, employers, and youth. Intermediaries can also coordinate contact by a variety of initiatives, such as School-to-Work, Welfare-to-Work, summer jobs, and aftercare services; provide continual support while youth secure private sector employment; provide a coordinated central resource/case management function; and deliver a consistent message to employers.

Some programs designate entities and/or individuals as intermediaries to create and maintain the organizational relationships and interpersonal dialogs that are essential for high-quality programs. Intermediaries are particularly important because private sector companies, schools, other youth service organizations, and juvenile justice agencies often know little about one another when they begin working together because of various job requirements. An intermediary, who is familiar with different organizational cultures and operational procedures and who has the trust of both the employer and the youth, can help establish common understandings, resolve misunderstandings, and mediate performance problems. Because an intermediary is often instrumental in helping youth retain employment and perform job responsibilities adequately, the use of intermediaries may increase the likelihood that court-involved youth will establish acceptable patterns of work behavior.

A good example of an intermediary is Teen Supreme, a jointly funded effort of the U.S. Departments of Labor and Justice that supports the startup and operation of "Career Prep" programs at 40 Boys & Girls Clubs throughout the country. Additional funds provided by the Taco Bell Foundation allow the clubs to establish and operate Teen Supreme Centers. These centers provide job readiness training and career guidance to youth residing in the target communities. The centers also provide healthy socialization outlets.

### United Auto Workers/ General Motors Manufacturing Technology Partnership

The United Auto Workers (UAW)/General Motors Manufacturing Technology Partnership (MTP) program in Flint, MI, is a 2-year school-to-career transition program whose purpose is to help prepare selected high school students for careers in the skilled trades. Five full-time UAW journey persons in skilled trades act as mentors for seven students participating in the program. Each mentor introduces students to the manufacturing process. Mentors also develop projects that incorporate the reading and math skills necessary to pass the entry-level test for the skilled trade's apprenticeship.

In identifying mentors, MTP looks for individuals who can develop close relationships with students, exhibit commitment and friendship, and share real job knowledge and experience with the students. Program participants were more likely to be employed at higher wages ($9.79 per hour, compared with $5.59 per hour), to have higher grade point averages and similar or higher class ranks, to earn higher levels of vocational credits and more math and science credits, and to have higher average postsecondary education attendance rates than nonparticipants.[1]

[1] K. Hollenbeck, *Evaluation of the United Auto Workers/ General Motors Technology Partnership*, Kalamazoo, MI: W.E. Upjohn Institute for Employment Research, 1996.

## Principles To Improve Youth Programs

To foster understanding between policymakers and program personnel involved in employment and training of youth and those who work with juvenile offenders, the Task Force identified demonstrated and promising program models for general, at-risk, and court-involved youth populations. While most of the principles and programs referenced below are

designed for working with economically disadvantaged and at-risk populations, they may also be applicable to court-involved youth. Court-involved youth, especially those involved in early intervention, aftercare, and community corrections components of the juvenile justice system, may be served through the programs described. The principles of effective practices for court-involved youth are consistent with the basic principles of effective youth programming for general and at-risk youth populations.

Specific strategies, techniques, methods, and approaches, including behavioral change incentives, have been used by effective programs implemented by a variety of organizations to achieve positive outcomes for youth. Together, these organizations[21] share a vision of a seamless system where youth develop skills, gain experience, and receive the services and support they need to be successful—whether in work, in postsecondary school, or in the community—after they leave high school. Promising employment, training, and educational initiatives combine youth development principles and activities to provide varied and ongoing opportunities for young people to grow, mature, and successfully connect to the world of work and/or higher education. In a high-quality program, youth:

- Feel connected to caring adults.
- Receive positive, consistent, and constructive support.
- Develop a sense of group membership.

[21] The American Youth Policy Forum (AYPF), a nonpartisan, not-for-profit organization based in Washington, DC, is dedicated to informing policymakers about effective youth practices. AYPF published *Some Things DO Make a Difference for Youth: A Compendium of Evaluations of Youth Programs and Practices* in 1997. The National Youth Employment Coalition (NYEC)—a nonpartisan national organization dedicated to promoting policies and initiatives to help youth become lifelong learners, productive workers, and self-sufficient citizens—has examined effective practices through its Promising and Effective Practices Network (PEPNet). The National Transition Alliance (NTA) for youth with disabilities provides another resource. For contact information for each organization, see appendix H. A fifth resource on what programs are promising and what works is the University of Maryland review of labor markets and crime risk factors.

## Mentoring

Big Brothers Big Sisters has demonstrated the effectiveness of mentoring in building protective factors in young people. Another early intervention program that relies heavily on a mentoring component is the Mentor Plus program operated by the Oakland County Youth Assistance Volunteer Program. At an early stage of their involvement with the juvenile court, youth who are deemed appropriate for the program are assigned to the Mentor Plus program as an alternative to placement by the State juvenile justice agency. In this program, the youth are paired with volunteer mentors with whom they meet regularly. Together, they participate in prosocial activities, some of which are planned by the program and others by the youth and mentors. This program has been rigorously researched and found to be effective in limiting the involvement of mentored youth in subsequent delinquent activity.

Public/Private Ventures (P/PV) performed an 18-month experimental evaluation of local Big Brothers Big Sisters agencies in Columbus, OH; Houston, TX; Minneapolis, MN; Philadelphia, PA; Phoenix, AZ; Rochester, NY; San Antonio, TX; and Wichita, KS.[1] Youth were randomly assigned to the experimental group, which was immediately eligible for mentoring, or the control group, which was placed on a waiting list. Youth who worked with mentors were 46 percent less likely than those on the waiting list to initiate drug use and 27 percent less likely to initiate alcohol use during the study period. Mentored youth were one-third less likely to hit someone, skipped half as many days of school and performed better at school, and reported better relationships with their parents and peers than youth in the control group.[2]

[1] For more information on the evaluation, see J.P. Tierney and J. Grossman, *Making a Difference: An Impact Study*, Philadelphia, PA: Public/Private Ventures, 1995.

[2] For more information on mentoring programs, see J.B. Grossman and E.M. Garry, *Mentoring—A Proven Delinquency Prevention Strategy*, Bulletin, Washington, DC: U.S. Department of Justice, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention, 1997.

### Residential-Based Community Service Activities

The Indiana State Correctional System provides funding for Youth as Resources (YAR), a community service model, at each of its facilities and includes YAR principles in all its staff training, with obvious benefits for prevention and early intervention. In Indianapolis, IN, YAR programs have been in correctional facilities since 1987. Inmates in these facilities serve on boards of directors or apply to such boards for funding for their community service projects. Activities have included producing a play about teen parenthood, tutoring, and other in-facility projects.

- Cooperate with family and peers.
- Are promoted as resources.
- Build a sense of responsibility and leadership skills.
- Develop a sense of who they are.
- Engage in a range of age- and stage-appropriate activities.
- Have access to support services over time.

The best delinquency prevention programs use a variety of effective approaches, including mentoring, afterschool support, employment and training, and residential, School-to-Work, and college access services. The following paragraphs provide fuller descriptions of some general youth programs that incorporate mentoring, services, work-based learning, and employer involvement and may be adaptable for or directly applicable to court-involved youth.

## Academic and Work-Related Skills

Employment and training programs for court-involved youth should incorporate the basic principles of youth development. These programs work even better if their basic design provides long-term comprehensive services, forms a continuum of activities, and provides the academic skills that are necessary for youth to become productive, self-sufficient, and law-abiding. One exemplary program that meets these criteria is the Quantum Opportunities Project (QOP), a year-round, multiyear comprehensive program for disadvantaged youth (defined as youth in families receiving food stamps and public assistance) launched in five communities in 1989.[22] QOP was operated by two different community-based

### Private-Sector Participation in Residential Facilities

The Free Venture Program[1] is operated by the California Youth Authority. The program model entails a business partnership between the State and a private industry in which court-involved youth at the residential facility are hired to produce goods and/or to provide services that are sold on the open market.[2] The Free Venture Program is not a prison industry, and the residential facility is not responsible for profits or losses. The work performed by the youthful offenders includes telemarketing, spot welding, sheet metal fabrication, power sewing, drafting, microfilming, assembly, packaging, data entry, and wordprocessing.

One of the program's ventures with TWA has operated since 1986. TWA has hired more than 400 youthful offenders as contingent airlines reservations agents at the Ventura Youth Correctional Facility. More than 25 youthful offenders have continued their employment with TWA upon their release from the institution. Evaluation findings for this program (1989) include lower risk of recidivism than the general prison population based on age, commitment offense, and reading ability.[3]

[1] See appendix H for contact information.

[2] National Office for Social Responsibility, *Final Report*, Volume III, 1993.

[3] B. Krisberg and G. Pearce, *Employment-Based Youth Violence Prevention*, San Francisco, CA: National Council on Crime and Delinquency, 1996.

[22] For more information on QOP, contact the Opportunities Industrial Centers of America, Inc. See appendix H for contact information.

## The National Association of Service and Conservation Corps

Out-of-school programs often provide a caring community where young people can feel comfortable gaining the skills they missed by leaving school. Youth Service and Conservation Corps involve youth "crews" led by a youth and an adult that become familylike units during their stay in the Corps.

The National Association of Service and Conservation Corps[1] supports State and local youth service and conservation corps that involve young people from different backgrounds in innovative efforts to meet community needs. Funded projects must engage youth and young adults, who in turn receive job and skill training, living allowances, and scholarships. More than 20,000 youth in 32 States are enrolled in Youth Service and Conservation Corps programs.

The National Association of Service and Conservation Corps organizes out-of-school youth, ages 18 to 25, into crews under the direction of adult staff to carry out community service projects, usually in the environmental and human services. Corps activities are intended to provide long-term benefits to the public, instill a work ethic and sense of public service in participants, and offer substantial social benefit by meeting human, educational, or environmental needs (particularly needs related to poverty) in the community where the volunteer service is performed. Participating in service activities for about 32 hours per week and receiving a mix of services for about 8 additional hours per week, youth engage in temporary, paid, productive, full-time work that benefits both youth and their communities. Working in crews, Corps members may renovate housing, assist human service agencies, or support park and forestry preservation. Many Corps members also receive a GED or go to college.

There are 91 year-round programs in 197 sites, serving 22,000 youth annually. Corps members are more likely to work for pay (99 percent compared with 73 percent), more likely to work more hours per year (2,030 compared with 1,465), and less likely to be arrested (12 percent compared with 17 percent) than non-Corps members. African American Corps members were more likely to earn an associate's degree (4 percent compared with 0 percent) and more likely to have changes in educational aspirations (66 percent compared with 40 percent), and Hispanic male Corps members worked more hours per year (2,300 compared with 1,450) and received more promotions (33 percent compared with 19 percent) than their non-Corps member peers.[2]

[1] See appendix H for contact information.

[2] J. Jastrzab, J. Masker, J. Blomquist, and L. Orr, *Evaluation of National and Community Service Programs Impacts of Service: Final Report on the Evaluation of American Conservation and Youth Service Corps*, Cambridge, MA: Abt Associates, 1996.

organizations. Twenty-five disadvantaged students in each community were randomly selected to enter the program beginning in the ninth grade and continuing through 4 years of high school. QOP focused on educational activities (tutoring, homework assistance, computer-assisted instruction) and developmental activities (building life and family skills and planning for postsecondary education and jobs). Community service was also stressed. Community agencies provided afterschool service on their premises and, in some cases, in school settings (where the schools provided time and space).[23] Results from the pilot test showed that, compared with the control group, QOP participants were less likely to be arrested as juveniles; more likely to have graduated from high school, to be enrolled in higher education or training, and to plan 4 years of college; and less likely to become teen parents.[24]

[23] D.S. Elliott, ed., *Blueprints for Violence Prevention, Book Ten: Promoting Alternative Thinking Strategies*, Boulder, CO: University of Colorado, Boulder, Institute of Behavioral Science, Center for the Study and Prevention of Violence, 1998, p. xxviii.

[24] Elliott, ed., 1998, p. xxviii.

## Age and Development

Programs should also be age-appropriate to reflect a youth's development. One program that incorporates this principle is Work Appreciation for Youth (WAY),[25] operated by the Children's Village in Dobbs Ferry, NY. Differences in age, capability, and development are accommodated through a sequenced program; youth move from level to level when they are ready and able. Once young people trust the staff and the setting and feel they are valued and offered necessary challenges, guidance, and services, they are ready to participate in the actual activities of a program. Periodic performance evaluations at worksites and in living areas, assessments by counselors and other Children's Village staff, and the interests of youth determine whether youth can move up the WAY ladder, from levels I and II to levels III and IV. By age 21, 51 percent of WAY participants who had finished high school or an equivalent were in college or had attended college; 80 percent were high school graduates, GED recipients, or enrolled in a GED program; and only 9 percent had dropped out of school. Employment over a 5-year period ranged from 65 percent to 89 percent per year, and 68 percent had worked at least 4 of the 5 years.[26]

## Long-Term Followup

Programs are more likely to be effective if participants have long-term monitoring and support followup for 6 months to several years after they find jobs or go on to postsecondary education or training. In particular, long-term employment retention and gains in earnings occur when programs support participants through their first jobs and on to more advanced jobs up a career ladder. Support Training Results in Valuable Employment (STRIVE),[27] an employment and training program for youth and adults that was started in New York, NY, provides 2 years of followup services and support after participants are placed in jobs. As a result, an average of 82 percent of all participants were employed for at least 2 years.[28]

[25] See appendix H for contact information.

[26] The Children's Village, Inc., *Summary of WAY Scholarship Research*, Dobbs Ferry, NY: The Children's Village, Inc., 1998.

[27] For more information on STRIVE, contact the East Harlem Employment Service. See appendix H for contact information.

## Job Readiness/ Work Experience Program

The Job Readiness/Work Experience Program (Jobs Program) is jointly operated by the Missouri Department of Youth Services (DYS) and the State Department of Economic Development (DED) through an interagency agreement. Begun in 1995, the Jobs Program sets aside work experience slots for juvenile offenders who are in residential treatment facilities or in aftercare. The agreement allows DYS to transfer funds to DED and county-level economic development agencies to create and target job training for DYS youth. The amount allocated for fiscal year 2000 is $678,335 for the equivalent of one hundred 1,040-hour-per-year employment program slots, an increase from the 80 slots funded in previous years. Youth find positions with not-for-profit organizations and government agencies, including residential facilities. Youth are paid through the local workforce development administrative entity.

During fiscal year 1999, 667 youth accessed the Jobs Program. Outcomes for fiscal year 1998 indicate that 84 percent of youth who participated had successful outcomes, including returning to school full-time, obtaining a GED, obtaining employment, and/or entering further education or training. Only youth who have not been recommitted, had their probation status revoked, been dismissed, or quit a Jobs Program job are considered successful.[1]

[1] Outcome information was provided by DYS personnel on November 2, 1999.

## Effective Implementation

Well-thought-out programs are more likely to be effective. This includes planning for ample startup time, sufficient and timely resources, clear communication of program goals, and thorough staff training.

[28] J. Ofori-Mankata and B. Won, *STRIVE'S Results: Evaluating a Small Non-Profit Organization in East Harlem*, New York, NY: New York University, Robert F. Wagner Graduate School of Public Service, 1993.

## Work-Based Learning

Authorized by the Housing and Community Development Act of 1992, YouthBuild USA[1] provides economically disadvantaged youth with concrete skills through a training program that includes construction work on community rehabilitation projects and that helps them attain GED's or high school diplomas through classroom training in an alternative high school. YouthBuild awards planning and implementation grants for new construction to provide disadvantaged youth with opportunities for employment, education, leadership development, and training in the construction or rehabilitation of low-income residential housing. Modeled after 14 existing programs across the country, YouthBuild's philosophy is based on peer support, education and training, and job opportunities.

The program allows young people to gain respect from their families and neighbors by involving them in an immediate, visible role in rebuilding the community. The staff are trained to involve youth in significant decisions. The YouthBuild program prepares young people who have dropped out of school for careers in construction by employing them as trainees in the actual rehabilitation of a vacant, usually city-owned, building. During this time, the young people alternate offsite weeks of academic and job skills training and counseling with onsite vocational education and construction. Youth trainees are expected to participate in the program full-time, in a group that starts and graduates together in 10 to 14 months, although some participants may be placed in jobs or colleges before the end of the program cycle if appropriate. The program serves mostly minority males, 65 percent of whom have had prior contact with the criminal justice system and 33 percent of whom have been convicted and incarcerated for felonies.

Between 1994 and 1996, 100 YouthBuild programs were established through funding from HUD. Average GED achievement of YouthBuild participants in 1996 was 33 percent of all enrollees and 50 percent of all graduates. Sixty-nine percent of the participants achieved favorable outcomes (positive terminations); YouthBuild participants had an average attendance rate of 85 percent; a higher percentage of YouthBuild participants earned GED's than participants in other comparable programs (33 percent compared with 20 percent); 38 percent were employed full- or part-time with school/training; and 66 percent of second-year participants who were employed entered construction-related jobs with an average wage of $7.60 per hour.[2]

[1] See appendix H for contact information.

[2] R. Ferguson and P. Clay, *YouthBuild in Developmental Perspective: A Formative Evaluation of the YouthBuild Demonstration Project*, Cambridge, MA: Massachusetts Institute of Technology, 1996.

Sometimes established programs with more secure resources and greater experience have shown better results than new programs. Larger programs also can have an economy of scale that is unavailable to smaller initiatives. It is also important to follow, with a high degree of fidelity, a proven model.

## Trust and Effective Adult Support

Programs that affect the personal attitudes and development of young people are particularly important. When they first enter a school classroom, alternative school, job-training, or other special program, youth (especially court-involved youth) want the presence of a caring adult. The adult should be a teacher, mentor, or support person who understands and cares about youth, provides youth with respect and significant time and attention, and shows that he or she is "in it for the long haul." This individual should receive extensive training in working effectively and compassionately with youth. Big Brothers Big Sisters of America[29] has demonstrated proven and effective practices to introduce carefully screened and well-trained caring adults into the lives of youth with positive results. Caring adults are also a vital part of Career Academies, DOL's

[29] See appendix H for contact information.

Summer Youth Employment Program, Talent Development High School, Project Redirection, STRIVE, YouthBuild, Communities In Schools, Quantum Opportunities Project, Higher Ground, I Have A Dream, Maryland's Tomorrow, Sponsor-A-Scholar, and numerous other youth programs.

Adults need to demonstrate their care by establishing high expectations, offering guidance, and instilling personal responsibility and accountability in youth. They should also try to address the various issues youth face in their lives. For example, many programs have found that by providing necessary services such as childcare and transportation to youth who could not otherwise participate in the program's offerings, they can build youth trust in the program.

## Small, Familylike Settings and Positive Peer Relationships

Programs should develop small, familylike settings. Positive peer relationships are also very important to successful youth programs. The influence of peers and the consequences of negative peer behavior are strongly linked to delinquent actions. Youth seek the support and approval of peers, and many program participants must learn to replace patterns of interaction that result in negative consequences with those that benefit them, their families, and their communities. Career Academies and the Talent Development High School[30] in Baltimore, MD, both

[30] For more information on the Talent Development High School, contact the CRESPAR Codirector at Howard University or The Johns Hopkins University. See appendix H for contact information.

## Fresh Start

Fresh Start[1] is a program of the Living Classrooms Foundation. It provides hands-on education and job training for youth ages 16 to 20 who are hard to serve and from diverse backgrounds. The majority of youth enrolled are African American and have not completed high school. They are economically disadvantaged and have a history of serious problems, including sexual, physical, and/or emotional abuse. Most have been victims of violent crimes, and nearly all have been arrested more than once.

The program provides project-based education that teaches academic skills and knowledge through practical applications and real-work projects. Fresh Start assists youth with goal setting and preparation for careers and further education. Its key objectives are career development, cooperative learning, community service, self-esteem building, and fostering multicultural exchange.

Fresh Start uses maritime settings to provide experiential learning opportunities. During this 9-month program, youth repair boats and engines, develop carpentry and woodworking skills, work in a real marina, and serve as crew members aboard Living Classrooms Foundation vessels. The classroom is located at the Inner Harbor in Baltimore, MD, on the 2-acre Living Classrooms Maritime Institute site. The classroom is sponsored by Baltimore and the State of Maryland. The last 2 months of the program are designed to help youth make the transition into internships and jobs while they are benefiting from program support. Forty-six percent of the graduates pursue further education. A full-time counselor tracks each graduate for 3 years with assistance from the Maryland Department of Juvenile Justice.

Of the 46 students served by Fresh Start in program year 1998, 67 percent entered full-time employment, 25 percent continued their education, 93 percent attended program sessions, 8 percent were rearrested, and none were incarcerated.[2]

[1] See appendix H for contact information.

[2] Outcome information was provided by Fresh Start staff on November 4, 1999.

## The Center for Employment Training

The Center for Employment Training (CET)[1] is a private, nonprofit education and training program headquartered in San Jose, CA. CET currently operates a total of 28 programs in California, Florida, Illinois, Nevada, New York, North Carolina, and Texas, including 17 replication sites funded by the U.S. Department of Labor. Earlier evaluations conducted by the Manpower Development Research Center (MDRC) of New York, NY, and Mathematica Policy Research of Washington, DC, indicate that the program produced substantial increases in earnings in a short time even for participants without high school diplomas or GED's. CET's replication is currently being evaluated by MDRC. Results are expected to be published in 2000. Unlike many employment and training programs that require skills assessments and remedial instruction before providing job training or placement, CET gives participants who do not possess high school diplomas or GED's access to job-specific training right away.

Training sites are modeled after actual work environments. If necessary, academic instruction is provided in conjunction with the work-related skills training. CET also employs an open-entry, open-exit approach so that participants are placed in jobs when they believe they are ready. CET helps participants find jobs and, if they are laid off, helps them find other jobs or retrains them in different occupations. Skills training and job placement services are developed in close coordination with employers based on immediate local labor demands. Students participate 35 to 40 hours per week for approximately 6 months.

CET served 1,063 youth ages 17 to 21 between 1997 and 1998. CET youth had a job placement rate of 72 percent; of these youth, 87 percent entered training-related jobs. The average pretraining annual wage was $4,214, and the average posttraining wage was $15,808.[2]

[1] See appendix H for contact information.

[2] Data were provided by the Regional Director at the San Jose CET on November 2, 1999. These statistics are for sites nationwide.

use schools-within-schools to foster better connections between young people and caring adults, thus creating a more comfortable and accessible school community. QOP also provides a familylike group that young people become a part of for 4 years.

## Work-Based Learning

The authenticity of the instruction and the program is enhanced in the eyes of young people if they feel that participation will actually lead to a career (before or after additional formal education). Work-based learning makes youth perceive instruction as more relevant, and it demonstrates that the skills being learned can be used in an actual workplace. Working can also provide the support, guidance, and structure that come from exposure to caring adults. In the most effective programs, youth consider their work worthwhile and of high quality. Without that connection, any work program is unlikely to succeed in a substantial way.[31]

Innovative instruction that uses real-world examples provides the authenticity youth seek in a program. Hands-on instruction, project-based learning, service-learning, school-to-careers, and other methods that relate academic learning to real life are particularly successful. Career Academies are schools within schools in which students take several classes together with the same group of teachers. Each Career Academy focuses on a career theme such as finance, travel and tourism, or public service.[32] Students engage in 2 to 4 years of career theme-focused course work

[31] Sherman et al., 1997, chapter 6, p. 44.

[32] The National Academy Foundation (NAF) provides implementation models and curriculums. See appendix H for contact information.

combined with paid summer work experience.[33] Talent Development is a Career Academy model that targets at-risk, inner-city youth in Baltimore, MD. The model is based on research on student motivation and teacher commitment.[34] In this program, ninth grade attendance improved by 9.4 percentage points; schoolwide attendance increased 6.1 percentage points; ninth grade promotion increased from 47.3 to 69.1 percent; and the teachers' perception of the school changed dramatically.

Students in Boston's Project ProTech, a school-to-careers program, are grouped together for two to three of their high school courses and study a modified curriculum that reinforces the concepts and skills learned at hospital worksites.[35] ProTech uses youth apprenticeship as a vehicle for engaging students in several career cluster areas: allied health, finance, utilities and telecommunications, environmental services, and business services. The year after graduating, 87 percent of program participants were working, 78 percent were pursuing postsecondary education, and 52 percent were combining work and school. Program graduates were more likely than their peers to work, to earn higher mean wages over time, and to complete a postsecondary certificate or degree.[36]

## Programs for Court-Involved Youth

A number of promising program models have been operated through the juvenile justice system, the employment and training system, and youth service programs. Some programs, particularly residential treatment programs for court-involved youth, are supported with funds from multiple sources, including the Job Training Partnership Act (JTPA) and the juvenile justice system. The Intensive Aftercare Program (IAP) is an OJJDP initiative that was designed and piloted by David Altschuler and

### Integrated Work-Based Learning and Community Services Model

The Caledonia Community Work Camp,[1] located in St. Johnsbury, VT, opened in 1994. The camp is part of a pilot State corrections program costing $9 million less to construct than a medium-security facility. The work camp approach involves 72 nonviolent youthful offenders in gardening, historic preservation, and community service. Participants work in crews with supervisors and other employees whose skills include carpentry, painting, and Sheetrock™ masonry. Participants tend the camp's garden, participate in educational programs, learn trades, and keep journals. A youth's sentence is reduced by 1 day for each day served at the camp. Once participants have progressed through established levels and have demonstrated compliance with disciplinary standards, they qualify for work in the community. Community service/restitution projects have included building bookshelves for a library, improving a Little League field, and repainting a church. Participants provided 80,000 hours of work valued at an estimated $365,000 (based on minimum wage) in 35 towns during the camp's first 18 months. In 1995, 74 percent of the participants completed the program.

[1] See appendix H for contact information.

[33] Separate evaluations of the Career Academies have been conducted, including one for the Academy of Travel and Tourism (M.T. Orr, C. Fanscali, and C. Springer, New York, NY: Academy for Educational Development, 1995). In 1989, a study of 11 California Career Academies was conducted by the University of California-Berkeley (D. Stern, C. Dayton, I. Paik, and A. Weisburg, Benefits and costs of dropout prevention in a high school program combining academic and vocational education: Third-year results from replications of the California partnership academies, *Educational Evaluation and Policy Analysis*, 2(4):405–416, 1989). In July 1996, Manpower Demonstration Research Corporation conducted an evaluation of 10 Career Academies nationwide (J.J. Kemple and J.L. Rock, *Career Academies: Early Implementation Lessons from a 10-Site Evaluation*, New York, NY: Manpower Demonstration Research Corporation, 1996).

[34] V. LaPoint, W. Jordan, D.P. Towns, J.M. McPartland, N. Legters, and E.L. McDill, *The Talent Development High School: Essential Components*, Baltimore, MD, and Washington, DC: The Johns Hopkins University and Howard University, Center for Research on the Education of Students Placed at Risk, 1996.

[35] See appendix H for contact information.

[36] G. Hall, Boston, MA: The Boston Private Industry Council, 1998.

## Entrepreneurship

The Alliance House, a small residential facility in Stoneham, MA, operated by the Northeastern Family Institute, has established a business—Alliance All Purpose.[1] This facility uses an entrepreneurial model in which both current and former program participants own and operate a business that provides services from housework to hauling. Alliance All Purpose teaches youth to transform labor-intensive, unskilled work into a skilled business. Led by a board of directors comprising three current and two former residents, the company markets its services to the local community. It negotiates contracts with its customers that specify the scope of work to be performed, the timeframe for its completion, and the price to be charged. In developing the fee for each service, the youth include the fee paid to juvenile justice staff who provide the State-mandated supervision that occurs outside of their regular working hours. This payment mechanism relieves the Alliance House program of the supervisory costs that often preclude or severely curtail offsite employment of residential youth.

[1] See appendix H for contact information.

Troy Armstrong.[37] Elements of these program models can be found in some of the exemplary programs presented throughout this chapter.

The discussion below provides a summary of exemplary programs, categorizing them broadly according to three service delivery components: residential, community corrections, and aftercare programs. For the purposes of this discussion, community corrections programs are considered part of aftercare and are not listed separately.

[37] For more information about the Intensive Aftercare Program, contact The Johns Hopkins University, Institute for Policy Studies. See appendix H for contact information.

## Community-Based Work Experiences

The Thomas O'Farrell Youth Center[1] in Marriottsville, MD, has operated community work programs for many years. This small residential program has identified part-time jobs in the surrounding community for a select number of youth residents deemed ready for this challenge. Past placements have included jobs at the local McDonald's restaurant and summer jobs at a nearby hospital. Currently, three youth are working 1 day a week with the maintenance department of a nearby town and gaining a wide variety of work experience. Recently, the center began experimenting with an offsite job-shadowing program. Appropriate youth identify and research an employment field of interest, prepare a list of questions to be answered during the half-day of job shadowing, and then complete an essay about the experience that is cataloged for reference by future residents. So far, youth have explored the real estate, barbering, and graphic design fields. The Maryland Department of Juvenile Justice has approved the program to run a seven-bed independent living house for youth ages 16½ to 18 who are enrolled in GED programs and engaged in work activities.

The Thomas O'Farrell Youth Center is currently serving 45 youth, of whom 25 are special education students and 14 are diagnosed as having an emotional disability. The majority of youth in the program return to school; 70 earned GED's between January 1994 and October 1999, and 8 have enrolled in college in the past 8 years. Between June 1997 and December 1998, the average academic gains for program participants were 1.3 years for mathematics, 0.6 years for spelling, and 1.2 years for reading. Program participants have a 30-percent recidivism rate.

[1] See appendix H for contact information.

## Residential Programs

Youth in residential facilities face numerous barriers to employment, including deficiencies in education and interpersonal skills, geographic isolation, public safety and risk factors, and employer perceptions (see "Issues Related to Residential Programs," pages 22–23). Notwithstanding the barriers, there are effective strategies for preparing residential youth for the workplace and providing them with quality employment and training experiences. These strategies are summarized below.

- Most residential facilities operate their own education and counseling programs.[38] Making these programs as effective as possible will help the youth develop the basic skills discussed in earlier sections of this Report.
- Residential facilities can develop an innovative sequence of onsite jobs and/or work-based learning activities through which youth can progress as they develop the requisite maturity and skills. Appropriate job opportunities can be found in the daily operations of all residential facilities. For example, beginning jobs could include custodial chores such as maintaining the campus grounds, cleaning the dorms, and serving meals. Higher level jobs could include maintaining landscaping equipment, improving the appearance of buildings and grounds, making minor repairs to broken furniture and/or equipment, and helping with daily food preparation. All of these activities can create a sheltered work experience for residents that will:
  - Teach youth how to be productive.
  - Provide the background for successful private sector work in the community.
  - Demonstrate youth competencies to prospective off-campus employers.
- Juvenile justice administrators can bring outside employment and training services and private sector jobs into the residential facility. This strategy increases job training and employment opportunities for youth within the shelter of the residential setting, and introduces court-involved youth to private employers.

[38] Residential facilities housing high school-age youth are required to provide up to 5 hours of academic instruction per weekday that meets State educational guidelines. Such services, however, do not tend to be well funded or well integrated with community schools.

## Integrated Facility-Based and Community-Based Model #1

The Gulf Coast Trades Center[1] (GCTC) in New Waverly, TX, a 168-bed residential program, primarily serves adjudicated youth ages 16 to 18.[1] This program increases the social and economic independence of the residents through an intensive residential program focusing on job training and community-based work experience. Services include training in social skills, work attitudes, and job-specific skills; GED preparation; substance abuse education; job referral; driver's education; discharge planning; and aftercare. Most participants at the Center are required to provide 200 hours of community service as part of the learning experience and to build leadership skills. Students are placed with a large variety of local nonprofit organizations in paid work experiences.

Sixty-five percent of GCTC participants earned GED's, and 90 percent found employment—62 percent in trade-related jobs, with an average starting wage of $7.50 per hour. GCTC reported a 22-percent recidivism rate over a 12-month period for youth served by its contracted parole services (provided by GCTC for 132 counties statewide), and 90 percent of those confined to the facility did not return after release. GCTC has served more than 18,000 youth during its 28 years of operation and is in the first year of operation of a charter school program.[2]

[1] See appendix H for contact information.

[2] Outcome information was provided by the National Youth Employment Coalition—PEPNet-'99—and GCTC personnel on November 2, 1999.

## Integrated Facility-Based and Community-Based Model #2

The Home Builders Institute (HBI), the educational arm of the National Association of Home Builders, has operated the Community Restitution and Apprenticeship Focused Training (Project CRAFT) program for juvenile offenders in five States: Florida, Maryland, North Dakota, Tennessee, and Texas.[1] Project CRAFT offers an intensive preapprenticeship program that integrates comprehensive case management, community service, and a blended program of academic and vocational skills training to help court-involved youth enter residential and light commercial construction trade-related jobs. HBI uses an industry-validated curriculum, Pre-Apprenticeship Certification Training (PACT), and receives extensive support from local home builders associations (HBA's) in its areas of operation.

Based on the Job Corps model of long-term intervention and other successful HBI targeted-training programs for homeless individuals and adult offenders, Project CRAFT uses a comprehensive approach to training juvenile offenders in residential construction through community service projects. Project CRAFT incorporates the key components of the IAP model[2] and the balanced and restorative justice model.[3] Using a combination of documented juvenile justice, youth employment, and youth development principles, Project CRAFT adds restitution as a component of student skills building and accountability.

Project CRAFT provides 6 months of vocational training, intensive case management followup for 6 months, long-term followup for up to 3 years, extensive employer involvement, and systems-level collaboration. Youth are required to be coenrolled in a high school diploma or GED program and substance abuse treatment during the preapprenticeship phase. Students also receive intensive counseling and treatment services, making Project CRAFT a long-term intervention similar to Job Corps.

The home-building industry supports Project CRAFT by offering PACT, hiring youth who have completed the program, serving as mentors for Project CRAFT participants and as guest speakers, and providing support through in-kind contributions. Community service projects are conducted in conjunction with local HBA's, Habitat for Humanity, housing authorities, and local public and private community

(continued on next page)

[1] See appendix H for contact information.

[2] D.M. Altschuler and T.L. Armstrong, *Intensive Aftercare for High Risk Juveniles: A Community Care Model*, Summary. Washington, DC: U.S. Department of Justice, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention, 1994.

[3] G. Bazemore and M.S. Umbreit, *Balanced and Restorative Justice for Juveniles*, Summary. Washington, DC: U.S. Department of Justice, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention, 1995; G. Bazemore, What's "new" about the balanced approach?, *Juvenile and Family Court Judges Journal* 48(1):1–19, 1997.

- Juvenile justice administrators may permit resident youth to leave the facility's campus during the day to receive employment and training services, to perform community service, or to work in paid part-time, private sector jobs. The youth who participate in these offsite opportunities will be those who have made significant rehabilitative progress and have demonstrated their capacity to meet the challenges presented by these opportunities. This strategy fulfills the intent of the balanced and restorative justice program model to have juvenile offenders develop workplace competencies while either performing community service or earning income that would go toward restitution to crime victims.[39]

In spite of the obvious challenges, there is evidence of successful and promising approaches that improve access by court-involved youth to the labor market.

[39] A discussion of the balanced and restorative justice model can be found in G. Bazemore and M.S. Umbreit, *Balanced and Restorative Justice*, Summary. Washington, DC: U.S. Department of Justice, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention, 1997.

## Integrated Facility-Based and Community-Based Model #2 (continued)

agencies. HBI has trained nearly 400 juvenile offenders and placed 94 percent of graduates since 1994.

Current projections indicate the Project CRAFT program will exceed its goals in numbers of youth who enroll, complete the program, and are placed in unsubsidized jobs or apprenticeships. Within 1 week after graduating from the program or being released from the facility, all of the students were employed, with 60 percent still employed after 3 months.

Project CRAFT can be implemented as a prevention or intervention program. Options include operating Project CRAFT as an inhouse training program with community-based services or day treatment on facility grounds, an alternative or vocational school, a collaborative effort with community agencies, an alternative to incarceration, or a program that targets at-risk or runaway youth. HBI provides technical assistance to Project CRAFT programs and other public and private agencies interested in starting a program.

The curriculum used to train Project CRAFT students is certified in North Dakota by the State Board of Education, and HBI hopes to continue the certification process in other States. In Florida, Project CRAFT is certified as a second-chance school. HBI continues to seek approval and certifications for its curriculums in the State and local systems in which it operates.

Project CRAFT was independently evaluated over a 4-year period by Resource Development Group, Inc. The evaluators documented the following outcomes for graduates of the program in the three original demonstration sites in Maryland, North Dakota, and Tennessee:[4]

- By September 1998, 94 of 140 Project CRAFT graduates had jobs in the home-building industry, 35 had jobs in other occupations or trades, and 55 had entered apprenticeships.
- The median starting hourly wage for Project CRAFT participants was $6, compared with the national median hourly wage of $4.74 for youth.
- The median hourly wage at project completion was $7.50, compared with $6.58, the national median wage for all youth ages 24 and younger during the same reporting year.
- The cumulative recidivism rate for graduates of Project CRAFT was 26 percent, compared with the national rate of 70 percent.
- Project CRAFT's followup for juvenile offenders after release and community placement helps juvenile offenders reintegrate into the community.

[4] Outcome information is adapted from M.E. Kiss, *CRAFT Final Report:* 1994–1998, Bowie, MD: Resource Development Group, Inc., 1999; and R. Hamilton and K. McKinney, *Job Training for Juveniles: Project CRAFT,* Fact Sheet, Washington, DC: U.S. Department of Justice, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention, 1999.

Two initiatives that exemplify successful collaboration between the labor market and juvenile justice system require mention here. The California Youth Authority's Free Venture program (see sidebar, page 29) illustrates how local economic development initiatives can be linked to work preparation and employment programs for court-involved youth. Free Venture operates as a cooperative partnership of local economic development agencies, employers, and the juvenile justice system. Tax credits, reduced costs for rented space, and access to trained workers are provided to support work opportunities for residential youth by encouraging employers to establish a base of operations/production within the correctional facility.

In another collaborative initiative, Oregon's Labor Market Information System joined the juvenile justice system in identifying key employment trends within the State and its various regions. This information is being used to develop worker preparation programs in Oregon's youth facilities. Employers may join vocational education advisory committees and help design and implement training programs that respond to the labor market. Participating employers are asked for their support to ensure that

jobs will be available when youth complete the program and return to the community.

## Aftercare Programs

Job training and employment for court-involved youth in the aftercare phase of their treatment tend to be most effective when youth:

- Are in a community setting in which their movement is much less restricted than in a residential facility, if not totally unrestricted. In such settings, the logistical problems discussed on page 37 are greatly reduced.
- Are typically of legal working age, so that paid employment experiences are possible.
- Have had the benefit of earlier services—particularly counseling services—that have improved interpersonal skills and the ability to deal with frustrations, anger, and stress.

Unfortunately, relatively few designated support services follow the released youth from the residential environment back to the home community.[40] Therefore, developing an array of essential services, including employment and training services, to support youth in the final stages of rehabilitation is often very difficult, if not impossible. In theory, this task is the ongoing responsibility of the entire juvenile justice system from the time the youth first becomes involved. However, this responsibility often falls to the aftercare case manager as a juvenile is exiting the justice system, and few resources are dedicated to this crucial phase. The most effective aftercare job training and employment programs typically involve formal partnerships between the juvenile justice system and other institutions or organizations. Two effective programs, run by the Missouri Department of Youth Services and the Living Classrooms Foundation, are described in sidebars on pages 31 and 33, respectively.

Some programs try to place court-involved youth in residential employment and training programs that serve at-risk youth after they leave residential facilities. These programs typically provide the court-involved youth with a moderately structured environment in which to hone employment skills that will enhance their ability to gain and maintain a substantial job. Job Corps, described on pages 15–16, is one such program.

Acknowledging obstacles and previous failures to universally address the labor market challenges of court-involved youth is a first step toward improving systems and programs. Although there are numerous examples of successful programs that integrate traditional and nontraditional approaches to workforce preparation, and although there are a number of programs that serve at-risk youth, these programs need to be expanded and brought to scale to assist the large numbers of court-involved youth in this country and to ensure their return to a law-abiding and productive life. Collaboration between juvenile justice, workforce development, education, and social service agencies and employers can greatly enhance this process.

[40] A study by the Eastern Kentucky University Training Resource Center addressed how States were transitioning juvenile offenders from correctional facilities to home communities (B.I. Wofford, *Youth in Transition: From Incarceration to Reintegration*, Richmond, KY: Eastern Kentucky University Training Resource Center, 1988). Less than half of the States reported that they combined juvenile programs and social services or that school enrollment, job training, or placement was a condition of release from the facility.

# Systems Collaboration

The Task Force on Employment and Training for Court-Involved Youth was formed to increase collaboration between the juvenile justice system and the employment and training system. A number of other key systems also support the effective collaboration of juvenile justice and workforce preparation practitioners and policymakers. Other systems that serve court-involved youth include education, social services, community-based support, and the labor market. Improved communication, increased knowledge about system operations, and systemic change among these entities is equally important to meeting the needs of juveniles and the public safety. Ultimately, preparation for the workforce is a priority for each system. How can these diverse systems work together to develop a cohesive, consistent delivery system that responds to the employment and training needs of court-involved youth and the ultimate customer, the employer?

Earlier chapters in this Report highlight some of the obstacles encountered by court-involved youth and the programs that serve these youth. Some of the issues and circumstances at the State and system levels that prevent court-involved youth from participating fully in the workforce are summarized below.

## The State Juvenile Justice System

Although the predominant response to youth violence has been to increase penalties for violent crime, several States have coupled these reforms with an increase in services for youth. Many have developed or expanded programs for youth that have already penetrated the juvenile justice system. A few States have targeted additional services for youth who are at immediate risk of placement in the juvenile justice system (early intervention/prevention) or have been released from residential facilities (aftercare). Other States have attempted to increase job opportunities for youth who have entered the juvenile justice system; some examples include afterschool academic programs, community service programs, and supervised work projects. In Colorado, the legislature has appropriated funding for a comprehensive violence prevention program that offers education, employment training, mentoring, and other support services for court-involved and at-risk youth.[41]

In spite of these efforts, limited attention is given to the developmental and workforce preparation needs of court-involved youth. A recent report by the Office of Justice Programs, *Preventing Crime: What Works, What Doesn't, What's Promising*, suggests that programs that emphasize employment and the skills needed to find and keep a job are among the most effective treatments for court-involved youth.[42] Many State juvenile justice agencies, however, are unfamiliar with contemporary youth development, labor market needs and strategies, workforce development, and School-to-Work principles and practices. The juvenile justice system, the State workforce development efforts, and the School-to-Work initiative have not been able to establish effective connections. Concerns about serving court-involved youth and the real and perceived difficulties of placing these youth in work-based learning opportunities, and subsequently into permanent employment, have made other systems reluctant to collaborate with the juvenile justice system. Other obstacles, discussed at greater length earlier in this Report, include security, public safety, and risk factors; lack of adequate

[41] G. Romero and D. Brown, *State Progress in Addressing Youth Violence*, Washington, DC: National Governors' Association, Center for Policy Research, 1995.

[42] Sherman et al., 1997.

resources and facilities; inability to engage employers and employment and training personnel; underuse of existing resources and systems to promote an integrated program of workforce preparation and treatment; and lack of knowledge.

## The State Workforce Development System

The workforce development system represents a range of initiatives by a myriad of agencies and organizations, although DOL programs, School-to-Work programs, and One-Stop Centers appear to have the most exposure. Worker preparation programs undertaken by the U.S. Departments of Agriculture, Commerce, Education, Health and Human Services, Housing and Urban Development, the Interior, and Transportation also offer opportunities for court-involved youth. Other participants in the workforce development system include private foundations and community agencies that operate grassroots-level programs.

Understanding the complexities of these systems has been a major challenge both for professionals in the workforce development system and for juvenile justice system personnel. In addition:

- Access to programs offered through the workforce development system is often hindered by lack of knowledge about both program availability and use of program resources.
- Competition for resources among the various participants in the workforce development system can discourage new players from seeking active roles.
- Performance requirements often exclude court-involved youth from workforce development programs.
- Participation of court-involved youth in programs that meet their specific developmental and treatment needs even though they were not designed exclusively for court-involved youth needs to be emphasized.
- Lack of information about the needs and treatment requirements of court-involved youth can result in misinformation by workforce development personnel or serve as a barrier to successful participation.

Efforts are under way to develop a cohesive and seamless system of workforce development. These reforms will allow the juvenile justice system to become a more active player in the workforce development system and to reevaluate the extent to which worker preparation can be embraced as an important outcome for participating youth.

## The Education System

Court-involved youth have generally experienced limited academic success and therefore tend to lose interest in school. The strong link between academic failure and juvenile offending suggests the need for education reform to address the specific needs of these high-risk youth, as prevention, diversion, and aftercare strategies. The failure on the part of schools to address the needs of these youth may be due in part to the overwhelming task the schools face in meeting the needs of all students. Individual developmental and learning style differences among students are too often not accommodated. Early failure by youth is compounded as they move through the education continuum. "Zero-tolerance policies" often alienate certain youth.

Nearly all court-involved youth, regardless of adjudication status (i.e., early intervention, probation, community corrections, residential programming, parole, or aftercare), are expected to engage in educational activities stipulated in consent decrees or disposition plans. Frequently, for example, they are ordered to regularly attend the same school that failed to engage them effectively in the first place. Those who dropped out of school before their commitment to an institution are typically not eager to return to school. Many of these youth tend to be disruptive in the classroom.

Some youth, returning to the community from residential placement or being diverted from institutional care, are placed in community-based day treatment programs that too often offer a narrow range of treatment and educational services. Many youth have special education needs that may not have been diagnosed by the school system. Stronger connections between special education and programs

that offer early intervention or prevention services and serve court-involved youth are critical components of education programming for court-involved youth and preparation for work readiness.

## Safety

Many States require the juvenile justice system to notify school officials if a student has been adjudicated delinquent or is returning to school from a court-ordered residential commitment. Requirements to disclose information to schools about the juvenile records of returning youth often present a dilemma. Although intended to promote the safety and security of all students, these laws can make the adjustment or reintegration process more difficult for returning youth. It is often very difficult to reintegrate juvenile offenders into the schools, because schools resist their reenrollment. Further, educators, concerned about school safety, may have little patience for court-involved youth and may be eager to suspend or expel from school students who are disruptive or have the potential to engage in disruptive activities. For court-involved youth, the first misstep can often be a ticket out the door.

## Education in Residential Facilities

Most State juvenile justice systems are bound by law to operate educational programs that meet State accreditation standards. However, when the status of education within residential facilities is examined, it is clear that youth development and workforce development principles are applied unevenly from institution to institution, even within the same State. Integration of special education and vocational education into the academic program is of particular importance and concern.

Residential facility education programs accredited by State education agencies must provide special education services to youth who fall within the guidelines established under the Individuals with Disabilities Education Act (IDEA). This Act requires that individualized education and transition plans be implemented for those youth who have disabilities. Institutions using IDEA funds must follow specific guidelines with respect to educational programming, class size, and accommodation assistance. Despite these legal requirements, many State juvenile justice systems do not consistently adhere to IDEA requirements.

In some States, court-involved youth age 16 and older may also be eligible for vocational rehabilitation services. The number of youth who are eligible for special education services may be higher than the current number actually reported and served. In too many instances, school failure resulting in the return of court-involved youth to the juvenile justice system can be attributed, in part, to undiagnosed cognitive, physical, and emotional disabilities, including fetal alcohol syndrome, learning disabilities, remote audio retention problems, limited visual acuity, attention deficit disorder, hyperactivity, and substance abuse.

Both academic and vocational education could be substantially improved in residential correctional facilities. Vocational education is usually most effective when the institution blends academic with vocational skills, offers vocational programs that reflect industry requirements, involves employers in the design and implementation of programs, and provides a practical hands-on method of learning. Many of the programs highlighted in the previous section offer this combination. Unfortunately, vocational education is often not given priority. Program content and equipment are frequently dated, and the quality of the hands-on activities does not reflect real-life experiences. More often than not, vocational education is not integrated with other workforce development strategies such as those of the School-to-Work Opportunities Act or the Job Training Partnership Act, nor does it prepare youth to find employment when they are released from the facility.

## Alternative Education

Many communities need alternative education programs for youth who have not been served well by traditional school programs, have dropped out, or have been expelled from school. Although alternative schools offer an option for disruptive or violent students, most of these programs address the needs of court-involved youth only in limited ways.

Alternative schools may be operated either by the school district or outside the school system. Many

local school districts need to invest greater resources in the alternative schools they operate. According to a National Conference of State Legislatures' survey report,[43] statutes in 50 States permit State per-pupil education money to follow young people entering alternative learning environments. This authority is granted through provisions relating to open enrollment, special transfers, charter schools, postsecondary enrollment options, public-private cooperation, alternative schools, and learning centers. However, despite the legal authority to fund alternative learning opportunities for dropouts, per-pupil education money is rarely used for this purpose. In many States, only public school districts can establish such programs, but they have little incentive to do so. State funds alone are frequently insufficient to cover program costs, and local school systems are often unwilling to invest their resources in young people who have left their schools. This is unfortunate, because alternative or transition schools may offer an effective way to work with special needs children, including those returning from placement. Transition schools are generally more flexible and can work more readily with a juvenile regardless of the time in the school year he or she is reentering the system. Transition schools can help prepare the juvenile for reintegration into the regular school.

In States that allow private, nonprofit alternative schools to access funds, these providers must apply to and be accredited by the local school system. Many school systems are not interested in helping alternative schools develop and compete with their own schools. Yet in at least three States—Arizona, Minnesota, and Oregon—and in numerous local communities, State money is funding programs for out-of-school youth on a relatively wide scale.

[43] D. Gruber, Creative resource development, in *A Generation of Challenge: Pathways to Success for Urban Youth*, Monograph 97–03, Baltimore, MD: Sar Levitan Center for Social Policy Studies, 1997, pp. 87–118.

### Education Systems

The issues related to collaboration between education systems are summarized below.

- Education attainment is inextricably linked to success in the labor market.
- Failure of some traditional education systems to serve the needs of court-involved youth and other at-risk youth seriously diminishes the prospects for these youth to become successful in the labor market and to become self-supporting citizens.
- Reoffending behaviors can be linked directly to lack of educational opportunities and the resulting lack of educational credentials.
- Availability of special programming through alternative education, special education, vocational rehabilitation, vocational education, and School-to-Work can enhance the chances for educational success and provide additional resources.

## The Social Services System

Although the primary focus of this Report is employment and training for court-involved youth, connections to other support services and sources of assistance are critical for these youth to become contributing members of society. The primary system responsible for meeting the social service needs of youth is the State agency with human services jurisdiction. The name of this agency has many variations depending on the State (e.g., Administration for Family Services, Department of Social Services, or Department of Human Services). Typically this department includes a division or office that deals exclusively with youth issues. Alternatively, a State-level agency that is dedicated to youth services may exist. In some cases, the juvenile justice system is administered under either the State human services or the youth services department. It is not uncommon for youth who come in contact with the court system to be served jointly by human or youth services department staff and juvenile justice system staff. This joint service is particularly common for youth who have been diverted from the justice system or youth who are operating under a consent decree.

State human or youth service departments provide funding for an array of services, including but not limited to Temporary Assistance to Needy Families;

identification of noncustodial parents; housing assistance; emergency funds; family, personal, mental health, and substance abuse counseling; transportation and childcare assistance; alternative education; youth programming; emergency shelters; and spousal abuse prevention. Many of these services are brokered through other publicly funded agencies and private organizations. Court-involved youth may be assigned a social service caseworker in addition to a juvenile justice caseworker. The social service worker helps the youth find required community adjustment and treatment services and often serves as an advocate for the youth. Juvenile justice personnel ensure that youth comply with the court-ordered terms of early intervention, community corrections, parole, aftercare, probation, and other requirements.

A number of issues can hamper collaboration between social service systems and juvenile justice systems:

- Lack of clear-cut role definitions among the various divisions within State and local social service systems contributes to the delivery of fragmented services and prevents access to needed services.
- Inconsistent development of treatment and action plans, especially for court-involved youth being served in the community, is an obstacle to these youth attaining critical goals and transition steps.
- Monitoring the status of services is complicated by joint jurisdiction and oversight of court-involved youth, often by multiple agencies within the social service system.
- Absence of a designated "single point of contact" and lack of systems-level case management result in disjointed service delivery and inability of systems to address the problems court-involved youth may encounter.
- Fragmented and duplicative roles of various system components diminish the advocacy role of the social service system.
- Social service workers' lack of knowledge about what the labor market requires and employers need creates barriers resulting in job loss or interruption (e.g., appointments are scheduled at times that compete with work and/or work preparation responsibilities).

Collaborative strategies and structures can help overcome some of these impediments. For example, joint teams can provide comprehensive assessments, case management, and brokerage services for juvenile offenders.

## Community-Based Support Systems

Not-for-profit community-based organizations (CBO's) may provide services similar to State-funded programs and may receive funds through subcontracts with State- or local-affiliated agencies. CBO's usually offer a limited set of services and target a specific population, neighborhood, or geographical area. Some local jurisdictions encourage these organizations to form consortiums to reduce duplication of effort and maximize their resources. In addition to funding from State and local public agencies, CBO's may receive funds from the United Way; private foundations; business and corporate sponsors; religious, ethnic, or nationality-focused organizations; and others.

Many CBO's include job preparation services as part of their human services delivery system. YouthBuild is an example of a community-based work preparation program funded by the U.S. Department of Housing and Urban Development. Many CBO's also use AmeriCorps funds to provide job preparation services for youth. Although many CBO's offer services to youth, few concentrate their resources exclusively on services for court-involved youth. Although it is desirable to identify and document the types of support services that court-involved youth need in treatment and aftercare (transition/reintegration) plans, these community supports are rarely specified.

Youth may also receive services through public housing communities, churches, education systems, workforce development agencies, and medical personnel, among others. It is conceivable for a youth to have multiple "caseworkers" working on his or her behalf but without consistent coordination. Consequently, competing priorities, multiple action plans, and the absence of a single point of contact lead many youth to withdraw from these support service connections in spite of available resources. This situation necessitates the collaborative structures noted above.

### Community-Based Support Systems

Issues related to collaboration between community-based support systems are summarized below.

- Coordination issues similar to those outlined under "The Social Services System" affect community-based support systems.
- Limited availability of community-based services or lack of knowledge about community-based support services by juvenile justice system and social service system personnel may prevent court-involved youth from receiving services closely aligned to their reintegration requirements and other needs, especially from those programs that focus on the social and developmental requirements of traditionally underserved populations.
- Misconceptions and lack of knowledge about the needs and characteristics of court-involved youth by providers of community-based support services may exclude youth from these services.
- The juvenile justice system, other systems, and community service providers lack coordination mechanisms. This limits youth participation and reduces the benefits of participating in grassroots-level services.

## Promising Systems Collaboration Models

Some State-level systems collaboration models effectively counter the seemingly vast number of obstacles and barriers that contribute to limited involvement of court-involved youth in labor market activities. Four of these models are described below.

### YES: Youth Environmental Service Initiative

The Federal Youth Environmental Service (YES)[44] initiative is designed to increase the capacity of States and communities to treat and rehabilitate delinquent youth and to prevent at-risk youth from entering the juvenile justice system. YES is operated jointly by the U.S. Department of Justice, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention, and the U.S. Department of the Interior. Under YES, Federal, State, local, and private agencies cooperate to develop work programs on environmentally sensitive lands. Target populations for YES programs range from youth who live in unserved communities to serious and violent juvenile offenders in both nonsecure and secure confinement programs. YES employs great flexibility, tailoring onsite residential, offsite residential, or day programs to each community's special needs. Seven sites have been established in the District of Columbia, Florida, Utah, and Virginia.

YES is funded locally and, although no direct Federal funding is awarded to support program operations, the Federal partners help develop YES programs by providing training, technical assistance, and resources such as access to Federal lands, facilities, and environmental works projects.

### RIO–Y

The goal of Texas' Re-Integration of Offenders—Youth (RIO–Y) project is to prepare adjudicated youth who are committed to the State's custody to enter the workforce and/or to access education and training opportunities that will lead to meaningful employment. RIO–Y is an example of systems collaboration at the highest levels of State government, involving a partnership between the State's juvenile corrections agency, the Texas Youth Commission (TYC), and the State's recently consolidated workforce development agency, the Texas Workforce Commission (TWC). RIO–Y reintegrates TYC youth into the community by linking TYC's resocialization, educational, training, and specialized treatment services to TWC's job placement and training programs while youth are incarcerated. RIO–Y focuses on employment training services and aftercare services that are available in the communities.

RIO–Y was established by an act of the Texas legislature in 1995 as a supplement to Project RIO, a job

[44] For more information about YES, contact OJJDP at the U.S. Department of Justice. See appendix H for contact information.

assistance program that has placed more than 200,000 adult offenders in jobs since 1985. The law forged a partnership between TYC and TWC and authorized funding to allow each agency to operate the program. The funding supports a workforce development counselor at each TYC residential facility. Resources available through TWC's RIO–Y project provide employment assistance and those available through local workforce development boards provide other employment and training services to TYC youth in the community.

RIO–Y funding also supports a TYC coordinator with experience in workforce development to serve as a liaison between the RIO–Y community-based and facility-based staff. The coordinator also works with community-based service providers across the State to expand employment and training opportunities for TYC youth and with TYC institutional staff to more closely align vocational offerings with demand occupations.

All youth committed to TYC receive an orientation to RIO–Y at least three times during their stay. To be eligible for RIO–Y services, the youth must be within 6 months of his or her projected release date, have earned or be working toward a high school diploma or GED, and be at or above level three of TYC's five-level resocialization system. Once the youth is accepted in RIO–Y, program staff conduct an assessment of his or her aptitudes and interests and develop an employability development plan for the youth.

In the first phase of the program, RIO–Y participants explore careers via Texas Career Alternatives Resources Evaluation System (CARES), a computerized multimedia career information system developed by the Texas State Occupational Information Coordinating Committee. Texas CARES enables youth to identify and explore occupations that are in demand and training opportunities in their home community or community of release. Texas CARES also provides information about employers who have opportunities in demand occupations in each region of the State.

In the second phase of RIO–Y, youth participate in a range of services and activities to promote employability, including work readiness and job-seeking preparation, skills training, job shadowing, and internships on the institution grounds. Two TYC facilities also offer offsite work experience.

Upon release, RIO–Y participants are referred to the nearest TYC office for employment assistance and, if needed, to the local One-Stop Center overseen by the local workforce development board. The One-Stop Centers provide job placement assistance and referral to appropriate training providers in the area of operation. RIO–Y participants are assumed to be job-ready upon release and therefore are not required to go through the assessment and job readiness program required of other TYC youth. In 1998, 25 percent of youth residing in TYC facilities were enrolled in RIO–Y.

In 1998, RIO–Y served 1,157 youth, with 833 referred to TWC for employment assistance upon release from a TYC facility. More than half (56 percent) of the youth referred to TWC found employment. RIO–Y also met or exceeded its performance targets in other areas. The program's goal was to serve 100 percent of youth who volunteered for the program in 1999.[45]

## RECLAIM Ohio

In 1995, the State of Ohio launched Reasoned and Equitable Community and Local Alternatives to Incarceration of Minors (RECLAIM) Ohio as part of a statewide Family and Children First Initiative.[46] RECLAIM Ohio provides juvenile court judges with the means to improve the quality and range of services available to youthful offenders in their own communities. By providing alternatives to commitment in the State's Department of Youth Services (DYS), RECLAIM Ohio is also helping to address the problem of overcrowding in the State's juvenile correctional institutions.

Prior to this program, funding for State juvenile corrections programs created a fiscal incentive to commit adjudicated youth to secure confinement in

[45] Outcome information was provided by the National Youth Employment Coalition, Washington, DC: PEP Net–99, 1999. See appendix H for contact information.

[46] For additional information, contact the Ohio Department of Youth Services. See appendix H for contact information.

a State institution. Commitment to a State facility was free to the county, while judges had to use court budgets to fund local alternatives. This resulted in mixing less serious, first-time delinquents with serious, violent, repeat felony offenders.

By giving county juvenile judges the resources to access, develop, or expand effective local alternatives to incarceration, RECLAIM Ohio empowers them to make the best decision for the community and the youth. It also provides judges with the power to purchase State commitment for individuals who require residential placement or secure confinement.

RECLAIM Ohio is administered by the Ohio DYS. Ohio's 88 counties handle the community-based component, and county commissioners serve as the fiscal agents. Funds are administered by the juvenile courts, which work in collaboration with community advisory boards or Family and Children First councils. Each county receives a funding allocation based on the number of felony adjudications in the county's juvenile court. Each month, counties are debited 75 percent against this allocation for each youth placed in a DYS institution and 50 percent for each youth placed in a community correctional facility. Any funds remaining after debits are deducted are sent to the counties each month. Counties may use the remaining funds to purchase or develop a broad spectrum of community-based programs for delinquent youth adjudicated for a felony who would otherwise have been committed to DYS. The funds may also be used to develop programs and services for other adjudicated juvenile offenders. The juvenile courts contract with private agencies to provide services ranging from family counseling to electronic monitoring and from day treatment to the development of skills to prepare these youth to live independently, including worker preparation programs.

During the first year of implementation, RECLAIM Ohio provided juvenile court judges with just under $18 million to serve more than 8,600 youth in community programs. In addition, the number of commitments to DYS dropped, despite an increase in the number of felony adjudications. In 1996, the Ford Foundation and the John F. Kennedy School of Government at Harvard University named RECLAIM Ohio as a finalist in the Innovations in American Government Awards program.

During RECLAIM Ohio's pilot year (1994), the participating jurisdictions experienced a 42.7-percent decrease in commitment to the Department of Youth Services compared with 1993. The average age of youth served in 1997 was 15.3 years. More than 37 percent of those admitted to RECLAIM Ohio were felony offenders. The number of adjudications has continued to decline from 25.67 percent in 1990 to 17.62 percent in 1997.

## CorpsLINK

As a response to the public's demand for change in the way juvenile offenders are handled, the State of Montana uses the balanced and restorative justice model for administering juvenile justice. As part of this greater focus on individual accountability, the Montana Conservation Corps (MCC),[47] which operates a full-time conservation corps program for youth across the State, was selected to implement two programs specifically targeting young people involved in the juvenile justice system. The programs enable juvenile offenders to give back both to their victims and to their communities while developing work and life skills. MCC operates a program for committed youth at a State juvenile correctional facility and a community-based program in four regions of the State. To help fund the programs, MCC has leveraged Federal AmeriCorps and Summer Youth Employment and Training Program (SYETP) resources.

MCC's CorpsLINK program offers juvenile offenders living in the community an opportunity to make restitution through community service activities and provides them with mentoring services. The court-ordered community service is completed during afternoons and on weekends. AmeriCorps volunteers set up and supervise the service projects, which include building trails, clearing public parks, or painting community buildings, and serve as mentors to the participants. Key to the programs are their crew-based structure, through which participants develop teamwork and communication skills, and the involvement of participants in meaningful and tangible community service projects.

[47] For more information, contact MCC. See appendix H for contact information.

Four full-time MCC members are assigned to each CorpsLINK program. In addition, every full-time MCC member is expected to mentor at least one CorpsLINK participant during his or her term of service. This mentoring of participants by full-time MCC members is a significant factor in the program's success. The bonds that are formed while completing a project and participating in activities away from the project site provide the basis for trusting relationships.

The program also arranges for mediation between CorpsLINK participants and their victims. This generally occurs prior to youth participation in the program and is conducted by professionals or volunteers from local dispute resolution programs.

CorpsLINK participants also may join an MCC full-time crew during the summer through SYETP. Once participants have satisfied their court-ordered service commitment, they may enroll in the JTPA-funded program, provided they meet income eligibility criteria.

MCC also operates the Montana Youth Alternative program at a State juvenile correctional facility. This program engages participants in an intensive 6-week experiential program in the backcountry, followed by participation in crew-based community service projects for the duration of their commitments.

## Summary

Recent approaches to system change, including identification of locally responsive, portable skills standards and experimentation with new service delivery systems, offer opportunities for court-involved youth to participate in the labor market. Opportunities to prepare for the workforce can be provided through a variety of routes and can begin at the first involvement with the juvenile justice system, regardless of the offender's age. One approach is to link restitution with community service activities that build both hard and soft work skills. Developing partnerships with local businesses to provide employment both inside and outside a youth residential facility helps youth connect other education and treatment activities with workplace requirements. Involvement by employers and business organizations on a regular basis develops an advocacy base and a cadre of interested role models. Linking academic learning with workplace practices, integrating apprenticeship and other employer-supported training models, and developing youth entrepreneurship activities provide court-involved youth with opportunities for career development while building worker skills and creating an attachment to the labor market. As practitioners and policymakers strive to improve individual programs that serve juveniles, they also need to devote attention to strengthening the systems that support those programs and determine their failure or success in truly responding to the needs of young people. Collaboration of the key youth-serving agencies is critical to the success of efforts to help youth prepare for employment, obtain that employment, and successfully stay on the job.

# Steps for the Future

Based on labor market issues and program and system needs, there are five basic steps to improving employment and training for court-involved youth:

- Improving communication and collaboration between system stakeholders.
- Implementing public education strategies to improve community understanding about court-involved youth.
- Improving community-based services, to provide linkages and a continuum of care.
- Improving residential-based services.
- Bringing individual effective programs to scale.

## Improving Communication Between System Stakeholders

The first step is developing common understandings, goals, and desired outcomes between system stakeholders. Although the juvenile justice and the workforce development systems are primary players, other systems are also important. As detailed above, education, social services, community-based support services, and labor market systems are critical to the delivery of employment training services to court-involved youth.

Acknowledging that each system has its unique form of governance, mission, and vocabulary is a first step toward the cooperation that is essential to the development of an integrated service delivery system. Court-involved youth, like all people, have multiple roles (e.g., children, neighbors, school peers, sports team members, and violators of the law). The cause of adjudication may be a single incident, ranging from a status offense to violent behavior, or court involvement may represent a history of behaviors that point to a poor prognosis for successful community reintegration. System stakeholders define their roles in providing services and opportunities for adjudicated youth in varying ways. These definitions drive the extent of commitment a particular system invests in court-involved youth and, further, the extent to which it becomes a willing partner in assisting these youth in engaging in the labor market and functioning as contributing members of society. Clearly, a set of shared terms is needed and will facilitate collaboration and understanding about the roles of the respective stakeholders.

Increased emphasis on staff training and development, cross-disciplinary training, and identification of resources that can be used to improve both community and residential services are also important. Interagency staff development and forums at the Federal, State, and local levels can help promote mutual understanding and commitment to systems-level collaboration.

For programs to prepare court-involved youth more effectively for adulthood, the juvenile justice system must increase its knowledge of the needs of these youth. Professional development opportunities for staff and officials at all levels of the system, including intake workers, parole officers, aftercare workers, probation officers, judges, prosecutors, defense attorneys, and direct care providers (i.e., education, treatment, and administrative staff) can help. All participants need to understand the fundamentals of youth development, the requirements of the contemporary workplace, and the principles of School-to-Work programs. Staff responsible for developing individual treatment programs, aftercare plans, and

dispositional options also need to be familiar with local youth services, the education system, workforce training delivery systems, and local and regional labor markets. Workforce programs must participate in this process, and these programs must be accessible to court-involved youth.

## Implementing Public Education Strategies To Improve Community Understanding About Court-Involved Youth

The second step is overcoming the negative perceptions about juvenile offenders. Negative public reaction to violent offenses committed by youth is creating even greater obstacles to court-involved youth who seek access to community services, including education, employment training, and support assistance. Increased knowledge about the characteristics of court-involved youth and replication of successful strategies and programs can help alleviate the concerns of residents, employers, and prospective service providers. Clear articulation of policy goals and objectives that simultaneously address the needs of court-involved youth, make the public aware of the costs of neglect, and address public safety concerns can help diminish negative perceptions and misconceptions.

Local leaders, parents, and the public need to understand how a developmentally focused, asset-driven framework differs from youth intervention strategies of the past. Providing public forums that enable young people to tell their stories is an effective way to engage the media, public officials, and the public. Public forums can highlight positive outcomes for court-involved youth and present them as a part of the general youth population.

Many employers express reluctance to host work-based learning involving minors because of liability concerns and child labor laws. However, many State School-to-Work offices are addressing these concerns and have developed information packets for employers. In addition, the National Alliance of Business and the National Employer Leadership Council have developed materials that address employers' concerns and encourage them to participate in work-based learning and School-to-Work activities.[48] Furthermore, several States have addressed employer concerns about liability by extending liability or insurance coverage to youth placed in school-sponsored and unpaid work-based learning experiences.

Responding to employer recruitment and retention needs in terms of expenditures for recruitment, screening, entry-level training, and turnover may also help employers better understand the return on investment for hiring court-involved youth. Ensuring that there is a support system in place through the use of intermediaries, job coaches, and work adjustment personnel (staff who provide pre- and postemployment support for job entrants in areas such as interpersonal skills and work habits) may also create a positive hiring atmosphere.

## Improving Community-Based Services

The third step is to improve community-based employment and training services for court-involved youth. This includes integrating youth development principles into each level of the juvenile justice continuum, ensuring consistency between youth readiness, adjustment, and movement into labor market activities. The principles and approaches exemplified by successful model programs should be more fully examined and adapted by residential facilities to enable confined youth to become productive and contributing members of society.

Ideally, services and supports for court-involved youth who reside at home or who are placed in community-based settings should be provided by the existing youth services delivery system. To achieve this, communities need to acknowledge their responsibility to these youth. The communities, in turn, must receive the resources they need to provide these youth with appropriate services, supports, and developmental opportunities, as required. Rather than continue to establish or expand community-based programs designed exclusively for court-involved

[48] For more information, visit the following Web sites: www.stw.ed.gov; www.nab.com/content/education improvement/schooltocareer/index/htm; and www.cord.org.

youth or to create new programs that roughly parallel programs serving the general youth population, the juvenile justice system should encourage integrating court-involved youth in programs that serve the general youth population. To accomplish this, the juvenile justice system must be prepared to provide resources, offer technical assistance, and ensure adequate levels of aftercare intervention.

Many youth service providers are already unknowingly serving court-involved youth, without any formal relationship or support from the juvenile justice system. These services tend to be linked to the broader network of educational, job training, and community support services rather than to stand-alone (and often isolated) programs for court-involved youth. Turning to community service providers builds community capacity, consolidates services, and reduces the stigma that often accompanies participation in programs developed exclusively for adjudicated youth. It also spreads the fiscal burden of these services among a wider array of youth funding sources. However, it is critical that providers of youth services have demonstrated experience working with troubled youth; provide an appropriate mix of programmatic elements, including working with employers; and be willing and able to supplement their services or add components to address the security, supervision, accountability, and treatment needs of juvenile offenders. Providing appropriate services is probably the responsibility of system components; however, the task can be contracted to the private sector. One collaborative structure is to have probation or aftercare workers providing supervision, working in a team with private providers and case managers who provide guidance, broker services, and monitor those services.

The tone of youth-related policies set by State and local policymakers can significantly affect the degree to which court-involved youth are integrated with youth and workforce development initiatives.

Local communities need to be provided with resources that target court-involved youth and the flexibility to employ the resources effectively. State and local governments should not impose rigid programmatic models on communities, but instead should develop an overall framework for youth policy that encourages the development and expansion of programs that exemplify the principles articulated in earlier chapters of this Report.

Under the leadership of the Governor, mayor, or chief local elected official, agencies that directly serve youth—and those that fund or regulate youth programs—should develop a shared objective to meet the developmental needs of all youth. Each agency should identify its role in achieving the objective. Narrow categorical programs that may unduly restrict the flexibility of local communities and may not contribute to achievement of the vision should be reassessed. Although this process may result in turf battles, high-level officials and youth advocates must remain focused on the overall vision for serving youth and funding processes that are most likely to succeed in developing effective programs for youth.

The development of a shared goal for youth services and the benchmarks for achieving the goal also require substantive input from State and local leaders, educators, social service workers, juvenile court judges and prosecutors, local law enforcement personnel, employers, parent groups, youth, community-based organizations, civic associations, and public and private not-for-profit youth service providers. A collaborative and inclusive process will foster cooperation and eliminate many of the barriers to implementing a comprehensive local plan.

To stimulate community mobilization in support of the proposed reforms, State and local governments should invest in building the capacities of local communities and service providers. Community leaders should learn techniques for promoting collaboration and achieving consensus through formal training programs. Professional facilitators should be available to help community stakeholders resolve turf issues and reach consensus.

Local leaders and youth service providers may need training on key adolescent development issues, especially regarding court-involved youth. They may also require new strategies for identifying and mitigating the most prevalent communitywide risk factors and for increasing the key protective factors. Increasing the awareness and understanding of all

relevant agencies will facilitate the formation of comprehensive youth and workforce development strategies.

## Improving Residential-Based Services

The fourth step is for the State or local juvenile justice authority to ensure that the needed services and supports for juvenile residential-based services are available onsite or accessible in the nearby community. This entails reassessing the current educational, vocational, and social development programs and adapting programs to reflect the principles of youth development, special needs, and School-to-Work programs to the extent feasible within secure or staff-secure settings.

Institutional vocational education programs should offer training only in occupations and industries for which there is current and projected future demand within the State or region. Many State and local School-to-Work partnerships, employment and training providers, State Occupational Information Coordinating Committees, private industry councils, workforce development boards, vocational technical education providers, community colleges, and economic development agencies have already conducted analyses to determine the growth industries and occupations in the State or region. These entities can guide the selection and development of facility-based vocational programs. A major consideration is providing residential youth with occupational skills training that prepares them for jobs that are in demand in the community or region to which they will return upon release. To the greatest extent possible, residential facilities should be small and located close to home communities.

Once the vocational or industry demand areas are determined, employers who are in the growth industries or who hire for the demand occupations should be invited to serve on an advisory body to ensure that the training curriculum and vocational programs remain current and relevant. Juvenile justice agencies and residential facilities should also provide opportunities for employers to interact directly with youth. Efforts to reach out to employers should also extend to public sector employers and small and minority-owned businesses.

Residential facilities should avoid investing heavily in vocational training equipment, as they can never keep pace with the rapid technological change that occurs in the contemporary workplace. Instead, corrections agencies and facilities should solicit surplus equipment from employers, lease equipment for short periods, or secure access to equipment from nearby community colleges, vocational-technical centers, or employers.

Because of security concerns, many youth in secure residential facilities are unable to leave the grounds to take advantage of work-based learning opportunities, so facilities should develop programs that provide work settings within the institutions. School-based enterprises are another vehicle for providing confined youth with opportunities to learn about the operations of business. Having employers help direct and support these activities enables the youth to draw direct connections between the work being performed and the real-life experiences and education they will need to succeed in the work world.

The pedagogy employed by many institutional academic and basic-skills education programs should be restructured to accommodate the learning styles of most committed youth. Workplace context, relevance, and applied learning methods that increase students' motivation to learn and their ability to apply concepts should be built into academic programs. Academic programs should not be restricted to traditional core academic subjects or GED preparation but should integrate competencies identified by the DOL's Secretary's Commission on Achieving Necessary Skills.

Many job-related and academic competencies can be developed through well-structured, supervised service activities, either in the community or within the residential facility. These activities also provide youth with the opportunity to perform community restitution.

Youth correctional facilities, local workforce development, education, and youth development providers should work closely together to connect youth to

appropriate services prior to their scheduled release date. These entities should be involved in joint planning for reentry. Youth who need job training or job placement assistance should be referred to the One-Stop Center or job service nearest to the location of release. Bonds should be secured for juvenile offenders before they are released, because they may find it difficult to secure employment without them.

If the youth is returning to school, the facility should establish connections with the local education agency to ease the youth's transition into a traditional school setting or to identify a suitable alternative arrangement. School policy, stated or unstated, that restricts the reentry of juvenile offenders must be reassessed, and schools should be assisted by in-school services and supervision that facilitate positive reentry. Aftercare planning should include preidentified arrangements with community-based organizations and other public or private services, with a special effort to link the youth with role models and mentors.

Identifying adequate resources is one of the most significant challenges for States and communities seeking to provide opportunities that promote self-sufficiency for court-involved youth. Policymakers should be informed about the outcomes of effective programs and the cost savings they achieve. Joint advocacy by juvenile justice, workforce development, and most particularly the business community may increase resources.

## Bringing Individual Effective Programs to Scale

Many of the programs discussed in previous chapters have engaged community partners to provide an array of juvenile justice, workforce development, education, social service, and community-based supports for court-involved youth. Unfortunately, these programs are only scattered examples of what can be accomplished through collaborative efforts. The fifth step is for youth-serving systems to work together and complement one another so an integrated and effective service delivery system, appropriate for all parts of the juvenile justice continuum, can be implemented.

While collaborative efforts provide the potential for greater service and cost efficiency, they are often initially accompanied by significant cost requirements. Systems integration, as exemplified by the School-to-Work and One-Stop Center initiatives, requires a significant investment to ensure proper planning and to demonstrate effective implementation strategies.

Additional funding at the Federal level by the U.S. Departments of Justice and Labor can help to bring the necessary systems to scale. Although both Departments have committed resources to testing program models, the larger challenge of systems integration may require greater emphasis. Additional work at the Federal level, such as broadening the base of access to Federal youth offender and youth opportunity funds (www.doleta.gov), would benefit court-involved youth, communities, and families throughout the country, not only selected high-poverty areas. Other joint Federal agency efforts, such as Safe Schools/Healthy Students (supported by the U.S. Departments of Health and Human Services, Justice, and Labor) should also be continued and promoted. Continuation and expansion of efforts to increase collaboration between the employment and training system and the juvenile justice system, such as allocating the funds now available from DOL through the Youth Offender Demonstration Projects and Youth Opportunity Demonstration Project, would benefit court-involved youth, communities, and families.

Many new initiatives are being promoted by the Federal Government, foundations, and businesses to combat youth crime and unemployment, which are among the Nation's most pressing concerns. These opportunities promote capacity-building and systemic change through new partnerships and the realignment of existing partnerships. Program implementers and policymakers must be diligent in their assessment of program effectiveness and the impact of funding on changing the landscape of youth development programs. Only through these cooperative ventures and mutual understandings will dramatic changes—sufficient to stem the rising tide of youth alienation from the mainstream of society—occur.

# Appendix A: Members of the Task Force on Employment and Training for Court-Involved Youth*

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# Appendix B: National Employment Trends

**Table B–1: The 10 Fastest Growing Occupations, 1996–2006**

| Occupation | Number* | Percentage of Increase |
|---|---|---|
| Database administrators, computer support specialists, and all other computer scientists | 249 | 118% |
| Computer engineers | 235 | 109 |
| Systems analysts | 520 | 103 |
| Personal and home care aides | 171 | 85 |
| Physical and corrective therapy assistants and aides | 66 | 79 |
| Home health aides | 378 | 76 |
| Medical assistants | 166 | 74 |
| Desktop publishing specialists | 22 | 74 |
| Physical therapists | 81 | 71 |
| Occupational therapy assistants and aides | 11 | 69 |

* In thousands of new jobs.

**Source:** U.S. Department of Labor, Bureau of Labor Statistics, *1998–99 Occupational Outlook Handbook*, online 1998, retrieved 1998 from the Bureau of Labor Statistics Web site: stats.bls.gov/news.release/ooh.table1.htm.

## Table B–2: Occupations With the Largest Projected Job Growth, 1996–2006

| Occupation | Number* | Percentage of Increase |
|---|---|---|
| Cashiers | 530 | 17% |
| Systems analysts | 520 | 103 |
| General managers and top executives | 467 | 15 |
| Registered nurses | 411 | 21 |
| Salespersons, retail | 408 | 10 |
| Truckdrivers, light and heavy | 404 | 15 |
| Home health aides | 378 | 76 |
| Teacher's aides and educational assistants | 370 | 38 |
| Nursing aides, orderlies, and attendants | 333 | 25 |
| Receptionists and information clerks | 318 | 30 |

* In thousands of projected new jobs.

**Source:** U.S. Department of Labor, Bureau of Labor Statistics, *1998–99 Occupational Outlook Handbook*, retrieved 1998 from the Bureau of Labor Statistics Web site: stats.bls.gov/news.release/ooh.table2.htm.

# Appendix C: State and Local Labor Market Information Contacts

## State Occupational Information Coordinating Committees

State Occupational Information Coordinating Committees (SOICC's) may provide information directly or make referrals to other sources. The addresses and telephone numbers of the directors of SOICC's are listed below.[1]

## State Employment Security Agencies

State employment security agencies develop detailed information about local labor markets, such as current and projected employment by occupation and industry, characteristics of the workforce, and changes in State and local economic activity. Addresses and telephone numbers of the directors of research and analysis in these agencies are listed below.

Most States have career information delivery systems (CIDS's) in secondary schools, postsecondary institutions, libraries, job training sites, vocational rehabilitation centers, and employment service offices. The public can use the systems' computers, printed material, microfiche, and toll-free hotlines to obtain information on occupations, educational opportunities, student financial aid, apprenticeships, and military careers. Ask counselors and SOICC's for specific locations.

A computerized State Training Inventory (STI) developed by the National Occupational Information Coordinating Committee (NOICC) is also maintained by the SOICC's and available in every State. Education and training data are organized by occupation or training program title, type of institution, and geographic area. The database is compiled at the State level and includes more than 217,000 education and training programs offered by more than 21,000 schools, colleges, and hospitals. If you are interested in STI, contact individual SOICC's for State-specific data.

State occupational projections are also available on the Internet at udesc.state.ut.us/almis/stateproj/.

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[1] This information is taken from the U.S. Department of Labor, Bureau of Labor Statistics, *1998–99 Occupational Outlook Handbook*, retrieved 1998 from the Bureau of Labor Statistics Web site: stats.bls.gov/oco/oco20024.htm.

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# Appendix E: Additional Programs for Court-Involved Youth

## Institutionally Based Vocational Training Programs

**Associated Marine Institutes.** Adjudicated youth in nine States build academic and life skills through experiential marine and outdoor activities. The 31 program sites offer primarily academic education. Students receive 12 weeks of aftercare when they complete the residential program.

Contact: Bob Weaver, President
Associated Marine Institutes
5915 Benjamin Center Drive
Tampa, FL 33634
813–887–3300

**Charlton Junior and Senior High School—Indiana Boys School.** The school is an educational and vocational unit inside a correctional facility for male juvenile offenders ages 12 to 18. The school exposes students ages 16 years and older to skills, materials, and techniques in specific vocational training shops. Each class is tailored to fit the needs of each student, with each student working at his own pace and level of ability. The program provides:

- Introductory experience in 10 areas of job training.
- A curriculum that challenges the most capable students and trains the least capable.
- Motivation and guidance to students who are interested in work.
- Testing and counseling for placement in vocational training shops.
- A limited number of on-the-job training positions.

Contact: H. Gene Combs, Superintendent
Indiana Boys School
Plainfield, IN 46168

**Computer Assisted Parallel Education.** Computer Assisted Parallel Education (CAPE) was implemented in October 1988 to provide basic educational/prevocational instruction for youth placed in the Pima County Juvenile Detention Center. The CAPE lab offers extensive offline lessons and supplemental materials in prevocational, vocational, and critical thinking skills. The project offers diagnostic assessment, guidance, counseling, placement, and final evaluations of skills youth have attained while in the project.

Contact: Pima County Juvenile Detention Center
2225 East Ajo Way
Tucson, AZ 85713
520–740–2000

**Criminally At-Risk Youth Demonstration.** This demonstration, jointly funded by the U.S. Departments of Labor and Health and Human Services, investigates the effectiveness of coordinated services for youth ages 14 to 22 who have committed crimes, are involved in gangs or other activities that put them at risk, or are homeless. This demonstration seeks to prepare youth for self-sufficiency by improving their employability and well-being, preventing their involvement in criminal or at-risk activities, and reducing their arrest and recidivism rates.

Contact: U.S. Department of Labor
200 Constitution Avenue NW.
Washington, DC 20210
202–693–4650
Internet: www.dol.gov/

**Glen Mills School Vocational Program.** The primary objective of the Glen Mills educational/vocational program is to place court-involved youth back in high school, in a trade school, or in a job. The high school offers 15 vocational areas. They include small engine repair, photography, carpentry, masonry, radio, and journalism. All students learn how to write résumés, fill out job applications, and prepare for interviews.

**Contact:** Jim Chobany, Director of Services, or
Bernard Krieg, Director of Admissions
Glen Mills Schools
Glen Mills Road
Concordville, PA 19331
610–459–8100

**Juvenile Employment Opportunities.** Juvenile Employment Opportunities (JEO) in Jefferson Parish, LA, offers a "juvenile job developer," who is in charge of finding employment opportunities in the community for clients of the Department of Juvenile Services. The program was initially supported by a juvenile justice prevention grant from the Louisiana Commission on Law Enforcement and is now funded by Jefferson Parish general funds.

**Contact:** John Ryals, Director
Department of Juvenile Services
2245 Manhattan Boulevard
Harvey, LA 70058
504–364–3750

**Student Transition to Education and Employment Program.** The Ohio Department of Youth Services (ODYS) Program, Student Transition to Education and Employment Program (STEEP), teaches students carpentry while they complete their education. Participants receive $5 per hour for their onsite work for up to 20 hours per week. They are required to save 25 percent of their wages and purchase their own tools. Youth who successfully complete the program receive a $500 bonus from ODYS. The STEEP program includes five phases:

- Selection and program entry.
- Onsite aftercare.
- Offsite aftercare.
- Employment training.
- Discharge from ODYS.

**Contact:** Al Neff, Community Programs
Administrator
Ohio Department of Youth Services
51 North High Street, Suite 531
Columbus, OH 43266–0582
614–466–9349

**Youth Services International, Inc.** Youth Services International (YSI), Inc., a for-profit operator of juvenile correctional facilities, now owned by CSC, Inc., in Sarasota, FL, incorporates a component called World-of-Work in each of its facilities. Youth are paid for work that usually takes place on facility grounds. Jobs may include janitorial or kitchen cleanup duties. A portion of youth earnings is placed in a scholarship fund for college or other continuing education.

**Contact:** Joel Smith
Youth Services International, Inc.
6 Park Center Court, Suite 211
Owings Mills, MD 21117

**Youthtrack, Inc.** As a subsidiary of Res-Care, Inc., Youthtrack offers training in conjunction with juvenile correctional facilities and programs and the Federal Job Corps program. Res-Care operates Job Corps. Youthtrack involves incarcerated and community-based youthful offenders with program components including vocational assessment, substance abuse counseling, year-round schools, sex offender treatment, case management, advocacy, aftercare, therapeutic milieu, family counseling, mental health services, and leadership development. This intensive programming combines job preparation and competency-based programs for vocational training that offers youth opportunities for succeeding in work.

**Contact:** Dan Toth, Vice President, Development
10184 West Belleview, Suite 300
Littleton, CO 80127
303–904–0998

## Employment and Training Programs for At-Risk Youth

**Hollywood Diner.** The diner is owned by the city of Baltimore, MD, and offers on-the-job training in food service skills and socialization for troubled youth. The program is financed by the Chesapeake Foundation for Human Development and the Maryland Department of Juvenile Services. The program lasts 6 months and has a 90- to 95-percent retention rate. Forty-eight youth have been in the program since it began.

Contact: Bill Staffa, Manager
Hollywood Diner
400 East Saratoga Street
Baltimore, MD 21202
410–962–5379

**Preparation for Adult Living.** The Preparation for Adult Living (PAL) program teaches employment skills to students who are transitioning out of foster care in Houston, TX. The program consists of 5 months of intensive training in life skills and GED preparation, 5 days a week, for 5 hours each day. The program also teaches participants how to search for a job and an apartment, manage money, cook, and shop and instructs students in their legal rights and the use of community resources. Each graduate of PAL attends monthly support groups and is paired with a volunteer mentor. The youth have their own advisory board.

Contact: Janet Legler Luft, Program Coordinator
Harris County Children's Protective Services
5100 South West Freeway, Sixth Floor
Houston, TX 77056
713–599–5570

**STEP-UP.** The STEP-UP program operates in Baltimore, MD; Chicago, IL; and Huntington, WV. The program provides young residents of public and Indian housing and other low-income youth with real work and real wages while they learn marketable skills. Trade unions, educational institutions, State agencies, and public housing residents have signed a collaborative agreement in Baltimore to work together on providing employment opportunities. In Chicago, STEP-UP apprentices work with union journey workers to rehabilitate public housing units. In Huntington, students are hired by the Huntington Housing Authority and local contractors.

Local agencies are encouraged to form partnerships with existing training or service providers to take advantage of existing local expertise and resources. Local team members may include housing authorities, resident organizations, elected officials, Weed and Seed steering committees, private industry councils, employers, organized labor, and community development corporations.

Contact: U.S. Department of Housing and Urban Development
Office of Labor Relations, Room 7118
451 Seventh Street NW.
Washington, DC 20410
800–778–3787

**Urban Forestry Project.** The Urban Forestry Project is a youth enterprise designed to enhance the livability of inner cities while introducing and cultivating businesses and technical skills among at-risk youth. The Urban Forestry Project provides 100 youth with earned income, technical and horticultural skills, and business education. The participating youth are responsible for researching, marketing, producing, supplying, and investing.

Contact: Michael Grice
Juvenile Justice Youth Employability Committee
501 North Dixon Street
Portland, OR 97227
503–249–2000

## Restitution/Vocational Program

**Juvenile Work Restitution Program.** This program is based on community service, holds youth accountable for their behavior, and helps youthful offenders repay victims and the community. Court-involved youth ages 13 to 16 are required to attend courses on self-esteem building and job training. Youth are assigned to worksites where they acquire positive work habits under the supervision of adult volunteers.

Contact: John Upchurch
Tuscaloosa County Juvenile Court
6001 12th Avenue East
Tuscaloosa, AL 35405
205–345–4343

For further information, refer to sources of information listed in appendix H.

# Appendix F: Juvenile Justice Glossary

**Adjudication**—The process for determining a youth's involvement in an offense (guilt) and the actual finding of involvement. Adjudication can be withheld and conditions imposed which, if met, will result in dismissal of the charges.

**Adjudicatory hearing**—The fact-finding (trial) phase of a juvenile case in which a judge receives and weighs evidence before deciding whether the youth is responsible for the offense.

**Aftercare**—A generic term for a variety of services and levels of supervision provided following a period of commitment to a residential facility. During aftercare, the youth is still considered a ward of the court or State and is supervised by a probation officer or aftercare worker.

**Aggravating factors**—Factors that may increase the seriousness of the offense, such as prior offenses, weapon use, heinous crimes, and threats to victims or witnesses.

**Alternative sanctions**—An array of sanctions, appropriate and suitable for a violation of a consent decree, stipulations of probation, and/or community corrections placement, that are recommended to the court for consideration and that a court may impose as a disposition (sentence).

**Arrest**—The act of taking an adult into custody, based on probable cause, when a law enforcement officer charges the adult with a criminal act or violation of law. A juvenile is often said to be "taken into custody" rather than arrested.

**Bed; commitment bed**—An opening in a residential commitment program where a juvenile lives and sleeps at night. The term is also used to describe the number of residential openings in a detention center (detention beds), nonsecure shelter, respite home, staff-secure shelter, or any other similar facility. A State accrediting agency determines the number of beds available in a facility based on a number of factors, including safety and risk, health and welfare, and treatment focus.

**Boot camp**—A residential treatment program that includes a rigorous program of physical training and exercise in a military-type setting. Other treatment services, including educational and vocational training, substance abuse treatment, conflict resolution, communication skills, and anger management training, may also be provided. Boot camp programs often include counseling directed at replacing delinquent responses with behavior in accord with acceptable community and societal norms.

**Case manager**—A person who works with a juvenile to assess his or her needs, develops a plan of services, refers the juvenile for services, monitors those services and the youth, and counsels the youth. Delinquency case managers may combine the duties of intake and community control officers. These functions may be performed by public employees (probation or aftercare workers) or contracted to private organizations.

**Case plan**—A written document, also referred to as a treatment plan, that includes the strategy for intervention based on an indepth risk and needs assessment. The plan specifies the services to be offered, the goals to be attained, and the responsibilities of the youth in complying with the plan.

**Civil citation**—A formal process that permits an arresting officer to offer a youth up to 50 hours of community service in lieu of referral to the juvenile justice system.

**Classification**—A legal determination made by a court or agency official, based on statutory and agency guidelines, that identifies the category of program into which an offender is placed. Risk assessment may be used as a basis for recommending a classification level. The nature of the delinquent act and other factors, such as previous offense history, may be considered.

**Commitment**—Placement of a youth under the supervision of the juvenile justice system. Commitment dispositions range from low-risk nonresidential commitment to maximum-risk residential commitment, which is similar to sending a convicted adult to a jail or prison.

**Community arbitration**—A process using neutral arbitrators or arbitration panels for speedy and informal disposition. It is used to divert youth cases from the formal juvenile justice system. Referral to community arbitration may be made by the law enforcement officer, case manager (at intake), parents, State's attorney, or the court.

**Community corrections**—A progressive approach to corrections that offers a full range of programming, including prerelease centers, halfway houses, residential drug and alcohol treatment facilities, restitution, and day reporting centers.

**Community Oriented Policing Services (COPS)**—A DOJ-funded program that trains police to work in the community on foot, on a bike, or on a motorcycle. Officers take the time to get to know the members of the community, especially the children and youth, and are often involved in problem-solving or prevention efforts. Every COPS program is different because every community is different.

**Comprehensive assessment**—The act of gathering information to evaluate a juvenile offender's physical, psychological, educational, vocational, and social conditions and family environment to determine the offender's need for services and recommended disposition.

**Conflict resolution**—A variety of actions that use communication skills and creative thinking to develop voluntary solutions that are acceptable to those involved in a dispute.

**Continuum of care**—A comprehensive array of juvenile justice programs and services ranging from the least intrusive, serving youth at risk of delinquency, to the most intrusive, serving maximum-risk youth in secure residential settings.

**Curfew**—A local ordinance that requires, with specific conditions and exceptions, a specific group of persons (usually juveniles under a certain age) to refrain from unsupervised activities or being in the streets after a designated hour within the confines of a selected area, city, or county.

**Custody; taken into custody**—The state of being in the care of a juvenile justice agency or official. It is similar to being arrested in the adult criminal system.

**Delinquency prevention programs**—Programs and services designed to serve children at risk of entering the juvenile justice system.

**Delinquent act**—Any act committed by a juvenile (generally a person who is subject to juvenile court jurisdiction) that would be a criminal violation of a Federal or State law or local ordinance if committed by an adult.

**Delinquent juvenile**—A child who has been found responsible (equivalent to an adult's being found guilty of a criminal offense) by a juvenile court judge for having committed a delinquent act and has been adjudicated delinquent.

**Detention**—Confinement by the State or local authorities in a secure facility. The term is also used in circumstances where a youth is in home confinement while awaiting an adjudication hearing, disposition, or commitment placement. Also used as "time out" in domestic violence cases and for postadjudicatory punishment.

**Detention center**—Any public or private residential facility that includes construction fixtures designed to physically restrict the movements and activities of juveniles or other individuals held in lawful custody in such a facility. It is used for the temporary placement of any juvenile who is accused of having committed an offense, of any nonoffender, or of any individual accused of having committed a criminal offense.

**Detention hearing**—A judicial hearing, usually held within 24 hours of a youth's being taken into custody, at which the court determines whether there is probable cause to believe that the youth has committed a delinquent act, whether a valid court order exists that requires the continued detention of the youth, or whether there is a danger that the youth will not show up for trial or will endanger himself or herself or others, pending an adjudicatory hearing.

**Direct file**—The act of filing a petition by the State's attorney to try a youth in criminal (adult) court rather than in juvenile court.

**Dispositional hearing**—A juvenile case hearing (analogous to a sentencing hearing in criminal court) at which the court receives a predisposition report containing information and recommendations to assist in determining the appropriate sanctions, hears from the defense lawyer, and makes a determination for a community-based or other sanction such as probation or commitment to the custody of the agency responsible for juvenile justice.

**Diversion**—A process by which a juvenile is channeled out of police custody or the judicial component of the juvenile justice system and where the youth may be required to complete a specified treatment plan designed to preclude further delinquent acts and meet his or her needs.

**Electronic monitoring**—The use of electronic devices such as ankle bracelets and receivers to track youth placed in the community or in home detention. This method of supervision is generally for those youth deemed to be of moderate to high risk, but who the court believes do not require secure detention (confinement to a residential facility). Electronic monitoring also can be used for those youth awaiting placement in a very restrictive program.

**Home detention/house arrest**—Temporary custody of a youth who meets detention criteria but does not require secure detention. Pending hearings, the youth is returned to the custody of the parent or guardian in a physically nonrestrictive environment under the close daily supervision of juvenile justice system staff. The level of intensity varies and may include electronic monitoring, curfew, and other restrictive requirements. This type of custody may also be used during preplacement supervision.

**Homicide**—The killing of one human being by another. The killing may be legally classified as justifiable.

**Intake**—The initial process used for youth referred to the juvenile justice system. Intake involves screening each youth to determine the appropriateness of detention, release, or referral to a diversionary program or agency for unofficial or nonjudicial handling; for medical, psychiatric, psychological, substance abuse, or educational problems; or for other conditions that may have caused the child to come to the attention of law enforcement or intake officers. Intake also includes the initial screening of a status offender or child in need of services (CINS) to determine which actions are in the best interests of the child, the family, and the community.

**Juvenile delinquency program**—Any program or activity related to juvenile delinquency prevention, control, diversion, treatment, rehabilitation, planning, education and training, and research, including drug and alcohol abuse programs, or to the improvement of the juvenile justice system.

**Mediation**—A process by which a neutral party, called a mediator, encourages and facilitates the resolution of a dispute between two or more parties. The objective of this informal and nonadversarial process is to help the parties reach a mutually acceptable and voluntary agreement. The mediator's responsibilities include, but are not limited to, assisting the parties in identifying issues, fostering joint problem solving, and exploring settlement alternatives.

**Mentoring**—The act of voluntarily spending time with a child on a regular basis by sharing his or her free time in activities such as playing sports or games, shopping, taking hikes, helping with homework, and doing chores. Formal mentoring programs may require the volunteer to have a State police check prior to acting as a mentor.

**Multidisciplinary assessment**—Evaluation of a client, including a psychiatric review, a physical examination, and a social circumstances report, completed by experts from different fields.

**Office of Juvenile Justice and Delinquency Prevention**—DOJ agency responsible for providing

national leadership, coordination, and resources to prevent and respond to juvenile offending and child victimization.

**Protective factors**—Among the categories of factors that help reduce the impact of risk factors in a young person's life are positive personal characteristics, positive adult relationships, and healthy beliefs or clear standards of conduct.

**Risk factors**—Certain problem behaviors or circumstances in a child's life that put youth at risk for juvenile delinquency. These situations or behaviors include living where drugs and firearms are available in the community, school failure, family conflict, and friends who engage in problem behaviors. These risk factors fall within four categories or domains: community, family, school, and individual/peer.

**Status offenses**—Noncriminal juvenile offenses that are applied only to children and youth because of their status as minors. Offenses include being truant, running away from home, possessing alcohol or cigarettes, or violating curfew.

**Truant**—A young person who is absent from school without permission or authorization.

**Venue**—The geographic location where a court with jurisdiction may hear a case. For instance, delinquency petitions may be filed in the city or county where the offense occurred instead of in the home community of the youth.

**Victimization**—The result of a planned or accidental act that causes physical or psychological harm.

**Violent crime**—Crimes including murder, forcible rape, armed robbery, robbery, and aggravated assault.

# Appendix G: Employment and Training Glossary

**Apprenticeship (registered)**—A relationship between an employer and employee during which the worker, or apprentice, learns an occupation in a structured program jointly sponsored by employers and labor unions or employee associations. Registered apprenticeship programs meet specific federally approved standards designed to safeguard the welfare of apprentices. The programs are registered with the U.S. Department of Labor (DOL) Bureau of Apprenticeship and Training (BAT) or one of 27 State apprenticeship agencies or councils approved by BAT.

**Basic skills training**—Instruction, normally conducted in an institutional classroom or one-on-one tutorial setting, that is designed to upgrade basic skills and prepare individuals for further training, transition to postsecondary education, future employment, or retention in present employment. It may be provided within the framework of competency in basic skills, including, but not limited to, reading, writing, mathematics, literacy training, speaking, listening, problem solving, thinking, reasoning, study skills, computer skills, and GED preparation.

**Cooperative education**—Situations in which students alternate or coordinate their high school or postsecondary studies with jobs in fields related to their academic or occupational objectives. Students and participating businesses develop written training and evaluation plans to guide instruction, and students receive course credit for their classroom and work experiences. Credit hours and intensity of placements vary with the course of study.

**Employment and Training Administration**—DOL agency responsible for administering employment and training programs for economically disadvantaged, unemployed, and displaced workers.

**Job rotation**—A worksite process in which students move among a number of positions and tasks to learn what skills and responsibilities are required to create a product or service, how their own efforts affect the quality and efficiency of production and customer service, and how each part of the organization contributes to productivity.

**Job search training**—A process that enhances the job readiness of participants by teaching them job-seeking techniques and increasing their motivation and self-confidence. The training may consist of job skills assessments, résumé writing, job-finding clubs, job placement services, or other direct training or support activities.

**Job shadowing**—A technique to allow a student to observe an employee or several different employees at a company location to learn about a particular occupation or industry. Job shadowing can help students explore a range of career objectives and select a career major during the latter part of high school.

**Job Training Partnership Act (JTPA)**—A DOL program for youth designed to improve employability; enhance educational, occupational, and citizenship skills; encourage school completion; increase earnings; and assist with transitions from school to work.

**Occupational skills training**—Instruction conducted in an institutional or worksite setting, but not on the job, that teaches entry-level skills or upgrades the primary/technical and secondary/ancillary skills required to perform a specific job or group of jobs in fields such as auto mechanics, health services, or clerical work. May include job-specific and customized training, internships, and preapprenticeship preparation.

**On-the-job training (OJT)**—Training in the public or private sector that is given to an individual while he or she is engaged in productive work. It is designed to provide the basic skills or upgrade the primary/technical and secondary/ancillary skills that are essential to full and adequate performance on the job. Typically, a training plan is established by the employee, the employer, and an external agency, if matching wages are being paid by that agency.

**Private Industry Councils (PIC's)**—Entities established by local elected officials in each service delivery area (SDA) to provide guidance and oversight for job training programs. PIC's are key mechanisms for bringing representatives from various segments of the private sector into the active management of job training programs. In some jurisdictions, PIC's operate as local workforce development boards.

**School-to-Work**—A collaborative initiative between DOL and the U.S. Department of Education to help young people acquire the knowledge, skills, abilities, and information about the labor market that they need to make an effective transition from high school to career-oriented work and/or further education.

**Service Delivery Areas**—Administrative districts into which the Nation is divided for JTPA purposes and designated by State Governors to receive Federal job training funds.

**Work experience**—A short-term or part-time work activity in the public or not-for-profit sector that provides an individual with the opportunity to acquire the skills and knowledge to perform a job, including appropriate work habits and behaviors.

**Workforce Development Boards/Workforce Investment Boards**—Entities designated by States to oversee workforce development initiatives within a specified SDA. They may serve as the administrative entities for JTPA, Welfare-to-Work, School-to-Work, One-Stop Centers, and Food Stamp Employment and Training programs, or for a host of other authorized workforce development programs funded by Federal, State, local, and other sources. Under the new Workforce Investment Act (1998),[1] Workforce Development Boards are the designated entities that oversee workforce development initiatives for SDA's.

**Youth Apprenticeship**—A multiyear program that combines school- and work-based learning in a specific occupational area or occupational cluster and that is designed to lead directly into a related post-secondary program, entry-level job, or registered apprenticeship program. Youth apprenticeships may or may not include financial compensation.

**Youth Fair Chance**—A DOL-funded program designed to ensure access to education and training assistance for youth residing in high-poverty urban and rural areas. The program provides a comprehensive range of services to disadvantaged youth who are not being served or who are underserved by Federal education and job training programs, enables communities with high concentrations of poverty to improve the opportunities available to their youth, and facilitates the coordination of comprehensive services to youth in such communities.

[1] Public Law 105–220, August 7, 1998. For more information, contact the U.S. Department of Labor, Employment and Training Administration. For contact information, see appendix H.

# Appendix H: Sources of Information

Alliance All Purpose
38 Pleasant Street
Stoneham, MA 02180
781–438–6880

American Youth Policy Forum
1836 Jefferson Street NW.
Washington, DC 20036
202–775–9731
E-mail: aypf@aypf.org
Web site: www.aypf.org

Big Brothers Big Sisters of America
230 North 13th Street
Philadelphia, PA 19107
215–567–7000

Caledonia Community Work Camp
Route #3, Box 3A
St. Johnsbury, VT 05819
802–748–6628

Center for Employment Training
701 Vine Street
San Jose, CA 95110
408–294–7849

CRESPAR Codirector
Howard University
2900 Van Ness Street NW.
Washington, DC 20008
202–806–8484

CRESPAR Codirector
The Johns Hopkins University
Center for Social Organization of Schools
3505 North Charles Street
Baltimore, MD 21218
410–516–8800

East Harlem Employment Service/STRIVE
1820 Lexington Avenue
New York, NY 10029
212–360–1100

Free Venture Program
4241 Williamsborough Drive
Sacramento, CA 95823
916–262–1505

Fresh Start
Living Classrooms Foundation
Lighthouse at Pier 5
717 Eastern Avenue
Baltimore, MD 21202
410–685–0295

Gulf Coast Trades Center
FM 1375 West
P.O. Box 515
New Waverly, TX 77358
409–344–6677

Home Builders Institute
1090 Vermont Avenue NW., Suite 600
Washington, DC 20005
800–795–7955

The Johns Hopkins University
Institute for Policy Studies
Wyman Park Building
3400 North Charles Street, Fifth Floor
Baltimore, MD 21218–2688
410–516–7174
410–516–8233 (fax)
Web site: www.jhu.edu/~ips/contact.html

Juvenile Justice Clearinghouse
P.O. Box 6000
Rockville, MD 20849–6000
800–638–8736
301–519–5212 (fax)
E-mail: askncjrs@ncjrs.org
Web site: www.ncjrs.org

KRA Corporation
1010 Wayne Avenue, Suite 850
Silver Spring, MD 20910
301–495–1591
301–495–2919 (fax)

Missouri Department of Youth Services
P.O. Box 447
Broadway State Office Building, Fifth Floor
221 West High Street
Jefferson City, MO 65102–0447
573–751–3324

Montana Conservation Corps
406–587–4475

National Academy Foundation
Career Academies
235 Park Avenue South, Seventh Floor
New York, NY 10003
212–420–8400

National Association of Service and Conservation Corps
666 11th Street NW., Suite 1000
Washington, DC 20001
202–737–6272
202–737–6277 (fax)
E-mail: nascc@nascc.org
Web site: www.nascc.org

National Crime Prevention Council
1700 K Street NW., Second Floor
Washington, DC 20006
202–466–6272, Ext. 152

National Governors Association
444 North Capitol Street NW.
Washington, DC 20001–1512
202–624–5300
Web site: www.nga.org

National School-to-Work Opportunities Office
400 Virginia Avenue SW., Suite 210
Washington, DC 20024
800–251–7236
202–401–6211 (fax)
Web site: www.stw.ed.gov

National Transition Alliance
University of Illinois
113 Children's Research Center
51 Gerty Drive
Champaign, IL 61820
217–333–2325
E-mail: nta@aed.org
Web site: www.dssc.org/nta

National Youth Employment Coalition
1836 Jefferson Street NW.
Washington, DC 20036
202–659–1064
E-mail: nyec@nyec.org

Ohio Department of Youth Services
614–466–8783
Internet: www.state.oh.us/dys/RECLAIMOhio.html

Opportunities Industrial Centers of America, Inc.
1415 Broad Street
Philadelphia, PA 19122
215–236–4500, Ext. 251

Project ProTech
Boston Private Industry Council
Two Oliver Street, Seventh Floor
Boston, MA 02109
617–423–3755

Public/Private Ventures
One Commerce Square
2005 Market Street, Suite 900
Philadelphia, PA 19103
215–557–4400

Project RIO
Texas Workforce Commission
101 East 15th Street, Room 208T
Austin, TX 78778–0001
800–453–8140
512–463–0834

Sar Levitan Center for Social Policy Studies
Institute for Policy Studies
The Johns Hopkins University
Wyman Park Building
3400 North Charles Street, Fifth Floor
Baltimore, MD 21218–2688
410–516–7174
E-mail: jhuips@jhunix.hcf.jhu.edu
Web site: www.jhu.edu/~ips/

Thomas O'Farrell Youth Center
7960 Henryton Road
P.O. Box 306
Marriottsville, MD 21104–1103
410–549–6330

U.S. Department of Justice
Office of Justice Programs
Office of Juvenile Justice and Delinquency Prevention
810 Seventh Street NW.
Washington, DC 20531
202–307–5911
Web site: www.ojjdp.ncjrs.org

U.S. Department of Labor
Employment and Training Administration
200 Constitution Avenue NW.
Washington, DC 20210
202–219–5305
202–219–8739 (fax)
Web site: www.doleta.gov

Wisconsin Department of Public Instruction
P.O. Box 7841
Madison, WI 53707–7841
608–266–3903

Work Appreciation for Youth
The Children's Village, Inc.
Dobbs Ferry, NY 10522
914–693–0600, Ext. 1596

Youth as Resources
National Crime Prevention Council
1700 K Street NW., Suite 200
Washington, DC 20006
202–466–6272, Ext. 151

YouthBuild USA
366 Marsh Street
Belmont, MA 02178
617–489–3400
Web Site: www.youthbuild.org.

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